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Preamble

PREAMBLE

"AN EXERCISE IN CITIZEN PARTICIPATION"

In this report, Edmonton City Council and the Administration have attempted to address the recommendations of the Mayor's Neighbourhood Planning Conference in a concise and current manner. In many respects this has been difficult. The Conference considered many issues which are ongoing. Consequently, the report has undergone many revisions to update the contents as changes have occurred. The report should be reviewed with the understanding that many matters will continue to evolve and change with the differing economic, political, and social climates of Edmonton, Alberta, and Canada.

For example, the Mayor's Neighbourhood Planning Conference was essentially an exercise in citizen participation. Thus, many of the recommendations of the Conference pertained to citizen participation in ongoing planning for the City, and in the development of City policy in other areas. Yet, since the Conference, two major studies have been completed and both provided opportunities for effective citizen participation.

On July 4, 1980, Council approved the General Municipal Plan, Bylaw 6000, which provides for the establishment of a District

Planning Program. The program's intent is to improve planning for all areas of the City. The program also provides for the establishment of district planning committees to ensure that citizens have opportunities to participate in planning for their areas.

The General Municipal Plan is a statement of the major objectives and policies of Council, designed to manage the growth and form of Edmonton as it develops. As a comprehensive plan for land use, the General Municipal Plan affects the quality of life of the citizens of Edmonton, and can influence whether or not the City's social objectives are achieved.

On September 23, 1980, Council approved several recommendations by the Task Force on City Government, which also dealt with citizen participation.

A major objective of the Task Force was to provide mechanisms to encourage ongoing dialogue between Council and the community. The Administration's role is to offer professional and technical advice on policy development to both groups.

The Task Force proposed that Council, 1) establish an administrative arm through the Community Development Office, and 2) develop the mechanisms for citizen participation through Community Councils.

This is expected to encourage local groups and individuals to: Deal with Council on issues; develop their leadership skills; promote communication between Council and citizens' groups, community leagues, city departments, and agencies; and co-ordinate presentations by citizens' groups on district planning and other district issues.

Community Councils would work with Council and the Administration on such things as city-wide planning studies and the attainment of city-wide goals.

The Task Force recommended neighbourhood planning. However, the Administration has been following Council's directive which is based on the District Planning Program recommended in the General Municipal Plan. This is a comprehensive, systematic approach to local planning. The District Planning Program proposed that the preparation of neighbourhood plans be limited to only critical areas until a District Plan is complete.

The intent of the District Planning Program is to encourage citizen participation at the district level. Therefore, citizens are involved in developing guidelines for planning for any situation which could affect their neighbourhoods. This activity includes identifying development and redevelopment areas; assigning priorities to the development of parks and recreation facilities; planning for the alignment of transportation corridors; and planning for commercial strip development.

Council approved the recommendations of the Task Force and directed the Administration to prepare a plan for implementing them. This plan was submitted to Council on January 27, 1981.

Subsequently an Ad Hoc Committee, chaired by Alderman Percy Wickman, was established to hold public hearings and consider proposals from citizens concerning this plan. The committee submitted its report and recommendations to Council on July 7, 1981.

The report proposed the following arrangements as alternatives to Community Councils, the Community Development Office and the District Planning Program:

1) Area Resource Centres be established as places where citizens can obtain information and community development assistance, and can interact with aldermen.

2) Boards of Directors be established for Area Resource Centres. Each Board would have as members one representative from each neighbourhood served by the centre.

3) The neighbourhood be recognized as the basic planning unit and that the District Planning concept be deleted from the General Municipal Plan.

4) A mechanism be established to assist in integrating neighbourhood plans with district needs and city-wide policies.

5) A Citizen Participation Implementation Committee be established to a) review the policy on citizen participation; b) set up guidelines for the distribution of information; c) co-ordinate information seminars; and d) develop criteria for evaluating the Area Resource Centre.

6) The Development Appeal Board be decentralized, depending on legal and operational constraints.

The Ad Hoc Committee recommends that the relationships between Council, the community, and the Administration remain essentially as they are now. The key difference proposed in its report is that Area Resource Centre staff would be available to neighbourhood groups for assistance in dealing with Council and the Administration. However, the Board of Directors of the Area Resource Centre would not speak to Council or the Administration on behalf of citizens; would not co-ordinate input from neighbourhoods; and would not assist Council or the Administration to pursue any particular civic objective.

The intent of the committee proposal is to provide an autonomous service to help neighbourhoods deal with issues they have defined, and to assist them in offering advice and information to Council and the Administration.

The proposals of the committee also call for elimination of the District Planning Program and a return to neighbourhood planning. This requires that priorities be established for neighbourhood planning. Co-ordination of planning other than for neighbourhoods is to occur within the General Municipal Plan process. Therefore, the development of district guidelines and the resolution of district issues would be the responsibility of the Administration, and there would be less citizen participation.

On July 7, 1981, the report of the Ad Hoc Committee was approved in principle. It was referred to the Administration, which was asked to report back to Council on implementation of the recommendations, and on budget and policy implications.

The Administration's report was presented to Council in December 1981.

The Public Affairs Committee subsequently recommended the adoption of a modified District Planning Program without a formalized citizen participation structure and processes. City Council approved these recommendations at their meeting of 1982 04 27. The recommendations are reproduced as follows:

1. That the Administration provide a definite time schedule for the implementation of the Human Service Delivery System.
2. That the Administration give emphasis to coordinated departmental programs and services under the Human Service Delivery System.
3. That the Administration identify and assign Planning Department staff to each Human Service Delivery District.
4. (a) That the Planning Department prepare a bylaw to amend the General Municipal Plan, modifying the District Planning Program to incorporate neighbourhood planning into a broadly-based district planning process, making adjustments to the district boundaries consistent with the Human Services Delivery System boundaries, and amending the citizen participation component to delete the formalized citizen participation structures and processes.

   (b) That the amendment be consistent with the general principle illustrated by Option #3 of the report to City Council entitled "Report back on City Council Inquiries into the recommendations of the Ad Hoc Committee on Citizen Participation," that neighbourhood and district planning would be undertaken simultaneously with initial primary emphasis on district planning.
5. That the Planning Department be instructed to prepare a program for the implementation of the modified District Planning Program, for review by City Council within two months, such to include the three-step "Neighbourhood Needs Assessment" described in Planning's 1982 12 08 Report to City Council respecting a

modified District planning Program:

Step 1, a quick assessment would be made of the planning needs of each neighbourhood within the district, using the data from the General Municipal Plan and a process of selective consultation with community groups.

Step 2, the assessment (which will be reviewed periodically) would provide the basis for catergorizing neighbourhoods:

1. Neighbourhoods which should be designated for detailed plan within the next three or four years, because of re-development pressures or impacts of major developments;
2. Neighbourhoods which do not call for a detailed plan in the short run, but which may need special attention to selective planning problems in the interim, be dealt with by short-term problem-solving projects; and
3. Neighbourhoods which do not require any special attention now or in the foreseeable future, and whose planning needs can be adequately met through the guidance provided from the General Municipal Plan, or the District Plan once it is completed.

Step 3, on the basis of the above assessment, a multi-purpose planning process can be developed and implemented to accommodate the needs of both the neighbourhoods and the district.

6. That the implementation of the Citizen Participation process will be incorporated into the Planning Department's implementation proposals.
7. That community groups be encouraged to apply for the Family and community Support Services Program to develop information referral centres along the lines recommended in the Ad Hoc Committee report.

8. That there be no decentralization of the Development Appeal Board at this time.

Traffic and Transportation

TRAFFIC AND TRANSPORTATION

COMMUNICATION AND CITIZEN INPUT

Recommendation 1

The City of Edmonton pass a bylaw which will ensure that citizen participation becomes part of any traffic and transportation planning.

Comments

Every transportation bylaw is reviewed at a public hearing before it is passed.

Such citizen involvement is basic. The Transportation Systems Design Department encourages and assists citizens' groups to participate. Through meetings and workshops, these groups evaluated and provided support for a recommended strategy for future transportation planning. Concerning Transportation Systems Bylaw #6707, public hearings will be held prior to its third reading.

"Transportation System Plan: The Transportation Planning and Implementation Process in Edmonton" explains how the public may become involved.

A proposal intended to improve current procedures for public involvement is being studied by Council. It is discussed in the Preamble to this report.

TRAFFIC AND TRANSPORTATION

COMMUNICATION AND CITIZEN INPUT

Recommendation 2

A policy be adopted whereby both the City Planning and Engineering Departments meet with each community league or a similar representative community organization at least once a year to obtain their immediate as well as long-term needs.

Comments

Council recognizes that community leagues are useful sources of information on area concerns. Both the City Planning and Engineering Departments seek input from and hold meetings with community leagues on projects which affect the communities as well as the general public. They use community leagues as representative of community opinions. Other neighbourhood and business groups are also encouraged to participate.

Citizen participation is being analysed and proposals are being reviewed to increase participation. Existing policies and proposed procedures consider community leagues to be important sources of information.

TRAFFIC AND TRANSPORTATION

COMMUNICATION AND CITIZEN INPUT

Recommendation 3

That a liaison committee be established in each community league or in a similar representative community organization, which would be responsible for getting information regarding traffic and transportation to the residents. This committee would also communicate the needs and aspirations of the community to the Aldermen and City departments for implementation.

Comments

In 1980, Council officially recognized community leagues as a vehicle for organized public participation. Council policy ensures that community leagues receive all rezoning proposals for their areas. The City also informed community leagues of development proposals so that they may participate in planning their local areas.

Other proposals for citizens' participation and for liaison between aldermen and the community are discussed in the Preamble to this report.

TRAFFIC AND TRANSPORTATION

COMMUNICATION AND CITIZEN INPUT

Recommendation 4

In the absence of a committee as recommended in (3), a registry of concerned citizens or representatives be established.

Comments

A mailing list of community organizations, citizens who participated in Transportation System Plan discussions and other planning studies is maintained by the Transportation Systems Design Department. Any community group or individual can be added to the list by contacting the Department's General Manager.

Other ways of ensuring citizen participation are outlined in the Preamble to this report.

TRAFFIC AND TRANSPORTATION

PLANNING AND IMPLEMENTATION

Recommendation 1

Long-range traffic and transportation planning, which involves the citizens, be done on a city-wide basis. This must not be done in isolation of the specific needs of those communities that may be affected by such plans now and in the future.

Comments

A public hearing is required before any bylaw concerning long-range plans and the Transportation System Bylaw can be passed. The complete process requires that there be pre-hearing, hearing, and post-hearing components. At the pre-hearing, information concerning the proposed bylaw is made public. At the post-hearing, all briefs submitted are reviewed; recommended revisions are made; and the proposed bylaw is submitted for third reading.

This process uses a variety of information tools ranging from advertising to public information packages including audio-visual and printed materials. The objective is to ensure that community concerns are considered in the overall City plan.

The Transportation System Bylaw, presented to Council early in 1982, provides long-range transportation strategy for the City. The recommended strategy will be the basis for updating existing policies; developing short, medium, and long-range transportation plans; and implementing programs.

This process will provide for better evaluation of transportation demands and for more effective implementation of projects. Better service will result, provided that existing financial restrictions can be removed.

The ten-year Transportation Plan will outline additional transportation projects and may also result in a change of priorities.

PLANNING AND IMPLEMENTATION

Recommendation 2

Long-range traffic and transportation plans which project 25 to 50 years into the future be developed in co-operation with outlying towns, the City and the Province.

Comments

Transportation for the City has been planned to 2001. These plans are reviewed regularly. Past experience in Edmonton and elsewhere shows that long-range planning (50 years) can reduce the flexibility needed to provide for society's changing needs.

City officials meet frequently with representatives of surrounding jurisdictions, the Edmonton Regional Planning Commission, and the Alberta Government. This results in regional co-ordination and integration of transportation decisions.

Transportation planning is a result of the overall physical, social, environmental, and financial goals and capabilities of the City, the Province, the nearby towns. Climate and geography also play important roles in transportation planning. However, such factors as land use, growth rates, financial capabilities, and citizens' expectations are continually changing. This is especially true in Edmonton, where tremendous growth demands ongoing reviews and monitoring of these factors.

TRAFFIC AND TRANSPORTATION

PLANNING AND IMPLEMENTATION

Recommendation 3

Plans in Recommendation 2 give proper consideration to future zoning requirements in terms of population growth with steps taken to secure land now one-half mile (0.8 km) to one mile (1.6 km) in width which could be used as both a wide green buffer strip and for future traffic corridors to outlying towns, bridge sites for river crossings, overpasses, ring roads, light rail transit lines and bicycle paths.

Comments

As a result of its planning and sensitivity for environmental concerns, Edmonton was awarded the Green Survival Award in April 1975, presented by Landscape Canada. The award is presented to communities which have actively promoted and carried out programs of environmental beautification and education.

The Restricted Development Area (RDA) outside of City boundaries (1980) is a wide buffer area which is reserved for the Parkway Ring Road traffic corridor. The RDA will also provide an undeveloped green space around the urban area.

The City's Transportation Plan, Part III, includes a review of land use alternatives proposed for future residential and employment growth, and an assessment of these growth factors on transportation. The Plan also estimates future transportation requirements. This will help identify land requirements for rights-of-way, and ensure a minimum of conflict between the transportation network and adjacent residential uses.

The high cost of land must be considered in deciding widths of buffer strips. The desirable goal of large park-like buffer zones must be balanced against high purchase and maintenance costs which, in turn, would be reflected in higher costs for housing or municipal tax levies. The City is installing berms and noise attenuation fences as buffers. These have been successful in buffering traffic noise. Also, they cost less than other alternatives.

Traffic noise is controlled in two ways. (1) Through ongoing implementation of noise protection in new subdivisions and in roadway functional plans; and (2) through development of a comprehensive city-wide noise policy.

A study of traffic noise and the effects on the community is in progress. The Urban Traffic Noise Policy Study - Stage II has been completed and will provide a basis for developing future policy. The study explains the impacts of traffic noise on society,

environments, economy and health. It also identifies residential noise standards, policies, and guidelines in use throughout North America and Europe; and assesses arterial roadway traffic noise levels in residential areas in Edmonton. The study aims to narrow the range of potential standards, identify implications of related policies, and estimate costs. The study reported the following findings:

- To varying degrees, people residing adjacent to arterial roads are subject to social, environmental, economic, and health-related traffic noise impacts. Social and environmental noise impacts include interference with speech and communications, interference with sleep, and interference with passive recreational activities.

- Economic-related impacts include decreased property values, or increased costs associated with noise attenuation.

- Health-related impacts may involve physiological as well as psychological responses causing either temporary or permanent hearing loss, reduced performance capability, or undesirable behaviour. These reactions are unlikely to occur except as the result of prolonged exposure to traffic noise.

Stage II of the study also contains a refinement of analyses featured in Stage I. These focussed on policy issues, the need for noise attenuation, alternative noise attenuation methods, and financing. Based on these analyses, a final decision can now be made on the residential noise level standards preferred within existing and future residential areas. Stage III of the study involves follow-up and supportive studies related to urban traffic noise policy.

TRAFFIC AND TRANSPORTATION

PLANNING AND IMPLEMENTATION

Recommendation 4

Long-range traffic plans which have proved to be successful in other older cities be used as guidelines for planning in Edmonton to avoid mistakes.

Comments

Edmonton traffic planners incorporate the experiences of older cities in making long-range traffic plans. As well, several Edmonton traffic planners have had practical experience in other cities. The Transportation Systems Design Department hires consultants with national and international experience, and also sends its traffic planners to other cities to gain information. Traffic planning staff are encouraged to attend national and international conferences to learn the latest technology.

During 1981, a team of aldermen, senior civic officials, and provincial officials attended a University of Alberta course on transit systems before touring rapid transit facilities in Belgium, Germany, Holland, and the United Kingdom. The purpose was to learn about transit systems elsewhere, and to apply the experiences of those systems to any considerations for expansion or changes to Edmonton's Light Rail Transit System.

TRAFFIC AND TRANSPORTATION

PLANNING AND IMPLEMENTATION

Recommendation 5

When new transportation routes such as the Light Rail Transit are being considered in existing neighbourhoods, plans for future rezoning be communicated far in advance to every resident and property owner in these neighbourhoods. Suggestions were made that residents within one-half mile (0.8 km) of the proposed change be contacted.

Comments

The Transportation Systems Design Department considers public involvement to be essential to transportation planning. It expects and encourages increasing involvement by the public, developers, and the Alberta Government in the planning and development of the City's transportation system.

The Department invokes involvement in several ways. In addition to making personal contacts with individuals and organizations, it places appropriate advertisements in newspapers, delivers flyers to all properties abutting proposed transport routes, and distributes brochures through community leagues.

TRAFFIC AND TRANSPORTATION

PLANNING AND IMPLEMENTATION

Recommendation 6

Existing problems caused by spillover and through traffic in residential areas be remedied by the City in consultation with these neighbourhoods.

Comments

The City uses a variety of strategies and modern technical methods to expand the transportation system without undermining the quality of life in established neighbourhoods. In some older areas it is difficult to extend the transportation system without affecting narrow streets designed for conditions of 25 or 50 years ago. To be successful, changes to local street networks are dependent on support from the community. The Traffic Operations Section of the Engineering Department has worked successfully in the past with local communities to avert problems through older areas.

Studies in the Canora and the Alberta Avenue/Eastwood neighbourhoods, the University Area Transportation Study, as well as Project Uni, show what can be done by working with the community. The Canora Study made several recommendations which have been successfully implemented to resolve local problems. These included the

introduction of one-way streets, forced turns, and changes at intersections. These techniques for better traffic flow are also being used in the Alberta Avenue/Eastwood area. Here, residents, businesses, and the Department are working together to overcome difficulties and arrive at solutions which are satisfactory to all groups in the area.

Although Project Uni covers an area much larger than one community, it was partially undertaken in response to neighbourhood concerns involving short-cutting, truck routes, and speeding.

The policy of the new General Municipal Plan is to separate commuter traffic from community traffic on non-arterial roads. A major impact on inner-city communities is that of through-traffic bypassing congested roadway links by short-cutting along residential streets. This can be unsafe for pedestrians, and unsightly; it may also decrease property values. The Plan recommends that the Administration find ways to ensure that through-traffic uses arterial roads. Forced turns, barriers, road closures and improved arterial roads have been successful in the past. These techniques have not disrupted community access to certain parts of the community or shifted traffic problems to other areas.

It is also a policy of the General Municipal Plan to restrict the development of transportation facilities to the periphery

of a community, and not run roadways through or across residential areas. This minimizes social and physical impacts on community residents. When making roadway improvements, the City will strive to abide by this policy.

TRAFFIC AND TRANSPORTATION

PUBLIC TRANSPORTATION

I. TRANSPORTATION SYSTEM

Recommendation 1

The City of Edmonton involve the citizens through their communities in Public Transportation Planning for the purpose of learning where buses are needed and where they will be used rather than be located in areas of anticipated use.

Comments

Edmonton Transit holds public hearings when reviewing route changes and schedules. This has been very useful in achieving maximum service. All input from public hearings is thoroughly considered.

Evaluation of individual routes is ongoing. This enables Edmonton Transit to match transit service to citizens' needs. This may result in reduced service on routes with high costs due to low ridership. While reduced service does not always gain complete community support, it does permit better service to areas of greater need. It also helps keep costs in line, and fares low.

Edmonton Transit is reviewing the results of automated information systems being used by other transit systems. These systems, when perfected, will simplify the route evaluation process. They will also provide up-to-date schedule information for passengers.

It is usually better to provide bus service to areas where it can be proven that the service is needed and will be used, rather than to areas where it is anticipated that it will be used. However, preliminary planning is necessary. Once movement patterns and community requirements are established, transportation needs are continually reviewed.

PUBLIC TRANSPORTATION

I. TRANSPORTATION SYSTEM

Recommendation 2

Public transportation be provided to outlying towns and suburbs to reduce the amount of automobile traffic coming into the City. This system be self-supporting if undertaken solely by the City.

Comments

Within the general Edmonton area, Alberta Transportation has established an operating structure for regional transit service. Through this structure, Edmonton Transit provides transit service to St. Albert and Sherwood Park; but the two regional communities pay for all capital and operating costs.

The cost of transit service to St. Albert and Sherwood Park is now substantial; it is higher per user than the cost per user within the City. The cost of offering similar transit services to other, smaller municipalities would be even higher, and is considered by them to be financially unattractive.

Extension of the LRT beyond Edmonton corporate limits is dependent on the financial ability of the municipalities into which the system would run, and on financial support from the Provincial Government. LRT extension will be more practical as municipalities outside Edmonton grow in population.

The Transportation System Plan proposes that public transit be the major transportation service to downtown Edmonton. This will be accomplished through these action objectives:

- Regulate parking in the downtown area so there is a minimum amount available for long-term employee parking, and a maximum amount for short-term retail-commercial parking.

- Provide "Park 'N Ride" facilities at appropriate locations on the transit system to minimize the number of automobiles entering downtown.

- Develop transit centres and LRT stations in high-density areas. This will minimize the need for local and feeder bus services, and encourage walk-on patronage.

- Maintain an ongoing program to maximize patronage of the transit system.

- Maintain a low-key, promotional campaign encouraging staggered work hours in the downtown area to maximize the productivity of the transit system.

Development of "Park 'N Ride" locations and auxiliary services is dependent on the allocation of money by Council.

PUBLIC TRANSPORTATION

I. TRANSPORTATION SYSTEM

Recommendation 3

Better incentives be provided to encourage use of the public transportation system. Some suggestions to encourage use are more all-weather shelters, lower fares, more and larger buses, especially on express routes during peak use periods.

Comments

The City tries to provide innovative, economical incentives to attract transit riders. The result has been to significantly increase ridership. However, this has been accompanied by large increases in the operating deficit. Low fares must be subsidized. Funding for the subsidy comes usually from municipal taxes and the Alberta Government. The City and the Province continually review the need for increased capital and operating funding.

Innovations such as priority traffic signals and exclusive bus lanes have the potential for reducing the cost per trip. These are being evaluated and implemented gradually.

The marketing program begun in 1980 to increase ridership from the present level of 132 annual riders per capita to 148 in 1986 will be continued. It is expected that the proportion of transit

trips downtown will increase, thereby minimizing the cost per ride.

The delivery of 100 trolley buses in 1981 and 1982 will increase the number in service to 137. An additional 329 diesel and trolley buses will be purchased in the next few years. Subject to budget approval, 210 articulated buses included in this total will be acquired during 1984 to 1986. Growth in the bus fleet is expected to start levelling off in 1987.

Over the past five years, nearly 500 all-weather shelters have been installed. These each cost almost $2,000 to instal and almost $400 a year to maintain.

PUBLIC TRANSPORTATION

I. TRANSPORTATION SYSTEM

Recommendation 4

The busing concept be changed to make it more attractive and more readily available. Dial-a-bus and commuter express buses are suggested as possible changes.

Comments

Express buses go to many areas of Edmonton. An experiment in Riverdale flats with a bus/taxi public transit system showed that the concept of ordering special public transit, while theoretically feasible, is expensive. In Riverdale, taxi trips from regular transit stops to the nearest connection on regular transit routes cost the City between $4.17 and $6.10 per ride (1981 operating costs). The experiment was terminated after a year. If the project continues, the contractor requires a 20 per cent increase in the charge per ride.

Dial-a-bus systems throughout North America are much more expensive than regular services. Edmonton Transit feels shared-ride taxi service or employer-sponsored van pooling is preferable to dial-a-bus.

The downtown detour bus service, SLRT, was an example of Edmonton Transit's efforts to provide convenient bus services for exceptional situations. Although this bus service was expensive to operate, and the cost per ride was high, it provided an expedient remedy for the disruption of regular transit service along Jasper Avenue during construction of the LRT line.

Computer-controlled traffic lights, and other improvements related to the Transportation Management System along major thoroughfares, are expected to assist the flow of buses. This improvement program will continue, subject to budget approval. After completion of Project Uni in 1981, the emphasis on traffic management improvement was shifted to the westerly section of the City.

The proposed expansion of transit priority measures, such as bus lanes and signal priorities, is expected to improve transit service and reduce travel times on heavily travelled routes. As well, more transit centres and "Park 'N Ride" facilities will be convenient for transit users.

PUBLIC TRANSPORTATION

II. LIGHT RAIL TRANSIT

Recommendation 1

Social impact studies be carried out in order to eliminate or minimize impacts on existing neighbourhoods and on future developments.

Comments

A study to identify and assess possible social impacts of the LRT on surrounding neighbourhoods was undertaken after Council's approval of the first leg of the Northeast Light Rail Transit System. The study recommended strategies to minimize any perceived detrimental social impacts on the surrounding area. Similar studies will be conducted after other extensions of the LRT are approved by Council.

The new General Municipal Plan suggests that a human development strategy should be developed to deal with the social implications of proposed land use. This strategy can only be applied if components of the transportation system are included in land use plans.

The proposed strategy provides an integrated approach to planning and growth management, co-ordinating land use with social and environmental strategies and other citizen concerns. Such a strategy will provide guidelines for land use which centre on individual and community well-being. The strategy will outline factors which contribute to the quality of life in Edmonton, thus providing a framework within which (1) goals, objectives, and policies can be evaluated, (2) priorities determined, and (3) ongoing reviews maintained.

Although the new General Municipal Plan does not explicity state that "social impact studies" should be part of the planning process, the Plan has recommended that a human development strategy be brought forward for Council's consideration.

The Commissioner of Public Affairs has been directed to prepare a human development strategy for Council's consideration in 1982.

PUBLIC TRANSPORTATION

II. LIGHT RAIL TRANSIT

Recommendation 2

Plans be developed to extend LRT to the North, West, South areas of the City with buses feeding city-wide LRT as soon as possible.

Comments

In October 1977, Council approved in principle a long-range plan for LRT services to various areas of the City. Expansion of the LRT in the south corridor is currently going on and work is proceeding on the 109 Street and 98 Avenue station to extend service downtown. Extension of service to the University of Alberta Campus and southern portions of the City by the late 1980s is being studied.

The Clareview extension, completed in April 1981, improved transit service in the northeast area. Bus routes now link the northeast area with the LRT.

The LRT is expected to be in service to the Government Centre in 1984. The extended LRT system will provide faster service to downtown.

The estimated cost of the proposed south LRT system is $617 million for the line and ancillary buildings, plus $63 million for LRT cars. Provincial grants are available for purchase of the cars. Assistance will also be required for construction of the line and buildings. Without additional assistance, the budget implications for the City and taxpayers will have to be examined closely.

PUBLIC TRANSPORTATION

II. LIGHT RAIL TRANSIT

Recommendation 3

Parking areas or garages be developed on the city's outskirts and other appropriate areas to be used for "Park 'N Ride" facilities to City Centre.

Comments

Policy of the new General Municipal Plan is that the City develop comprehensive policies on the supply, pricing, and management of parking which:

(a) will encourage an adequate supply of short-term parking for approved business, commercial retail, and recreational needs;

(b) will encourage a supply of long-term or employee parking which is compatible with the Transportation System Plan; and

(c) will (1) provide sufficient short term spaces for downtown business needs, (2) provide limited parking stalls for downtown employees to encourage use of the City's excellent public transportation, and (3) provide adequate parking for downtown residents.

The Transportation System Plan will recommend priorities for parking at LRT stations, both along the present line and along the planned south extension. The Transportation Systems Design Department is studying the potential for a "Park 'N Ride" system and will make recommendations to Council. The cost of "Park 'N Ride" terminals and transit centres is estimated at $8.85 million spread over the next five years.

Two strategies of the Transportation System Plan are to:

1. Provide "Park 'N Ride" facilities at appropriate locations on the transit system to maximize the potential "Park 'N Ride" patronage, and to minimize the number of automobiles entering the downtown;

2. Develop transit centres and LRT stations as focal points in high-density developments to maximize walk-on patronage, and to minimize the need for local and feeder bus services.

The General Municipal Plan observes that parking is a component of the transportation system. Therefore, parking facilities have significant implications for transit use. Many activities in the downtown area are related to the availability of parking. Consequently, the integration of transportation and these activities requires the City to develop specific policies which deal with the supply, pricing, and management of parking.

PUBLIC TRANSPORTATION

II. LIGHT RAIL TRANSIT

Recommendation 4

Commuter parking in residential areas be restricted where this has become a problem.

Comments

Restricted parking has been implemented in some places, notably the Commonwealth Stadium and Northlands areas.

In the Commonwealth Stadium area, parking is restricted during major stadium events. In the Northlands area, non-residents of the area are limited to two hours' parking between 8 a.m. and 10 p.m., 365 days a year.

At present, there are no parking problems between commuters and residents near outlying LRT stations. However, the Transportation System Plan will recommend that specific parking areas be established at various LRT stations.

PUBLIC TRANSPORTATION

II. LIGHT RAIL TRANSIT

Recommendation 5

Ramps and elevators be provided for the handicapped.

Comments

Elevator access for the physically disabled is available in existing LRT stations, and is included in all plans for future stations.

In support of the General Municipal Plan's objectives to ensure a high quality of life for all Edmonton citizens, a city-wide public transit service is necessary which provides access to a wide range of opportunities for social, recreational and economic activities. Edmonton Transit makes it possible for people to participate in such activities who do not have access to other modes of travel or who, because of physical handicaps, are unable to make use of other modes.

Edmonton Transit will continue to administer the Disabled Adults Transportation System (DATS). It will also ensure that bus and LRT facilities are available to the handicapped.

DATS began as a two-year demonstration project, in November 1974. It became a regular service on January 31, 1977. The system is now managed by Edmonton Transit and serves over 4,000 registered users.

Land Use and Design

LAND USE AND DESIGN

PARK PLANNING

Recommendation 1

Much smaller "parkettes" be distributed throughout a community.

Comments

The current policy for parkland distribution is to combine neighbourhood parks with local school grounds. "Parkettes" would result in less space for active games next to schools, and less parkland for community league sites (which are on parkland).

However, the Parks and Recreation Department is reviewing the present distribution and size of parkland available in relation to the current needs for specific parks located elsewhere in a community. The Department's Neighbourhood Parks Perception Study will be completed in 1982. The results of this study will be used to manage the existing policy.

A policy incorporating a dispersed park system has the following implications:

- Additional funding is required to maintain available park facilities.

- As costs of development and maintenance rise, development of new neighbourhood parks will fall behind.

- With the introduction of "parkettes", or dispersed parks, additional qualified play leaders will be needed.

- A major complaint about neighbourhood parks is the lack of things to do in them. The cost of developing additional parks will restrict the Department from remedying such complaints.

- More space is required to provide recreational opportunities of interest to everyone. Most dispersed parks, because of their small size, are developed as single-purpose parks. Most of them have limited landscaping and few benches and walkways. Also, berms inhibit the use of these parks as open play areas. Usually, no play equipment is provided.

The 1979-83 Edmonton Parks and Recreation Master Plan states that "on an experimental basis, a few neighbourhoods will be designed with a number of small parks dispersed throughout. In the Lago Lindo neighbourhood of Castle Downs II a small park area will be developed adjoining a water feature and away from the local schools. This experiment will be monitored, evaluated, and the results utilized in relation to the review of policy affecting parkland distribution."

PARK PLANNING

Recommendation 2

Active parks be accommodated in newer neighbourhoods on a lesser scale of a more central location. Perhaps adjacent to a school.

Comments

Under the Joint Use Agreement between the City and the Public and Separate School boards, the City is responsible for providing playing fields adjacent to schools. These are required to meet the schools' physical education requirements.

Land for parks and schools in new subdivisions is acquired through reserve dedication equal to 10 per cent of the gross developable area. Under the Joint Use Agreement, the Public School Board receives 5 per cent of the reserve dedication, the Separate School Board two per cent, and Parks and Recreation three per cent. City policy is to not purchase additional land for school and park requirements. The number and size of playing fields required by the physical education curriculum are such that all the land dedicated for school purposes must be located adjacent to schools. The Parks and Recreation Department locates its playgrounds and community league facilities adjacent to schools because of the requirements of the Joint Use Agreement.

A 1979 policy of Council requires that both active and passive park space be purchased through a levy on benefiting lands. This policy and others related to suburban park development are under review.

PARK PLANNING

Recommendation 3

Where there is high density development, park space be increased to be used as:

a) play areas for young residents;

b) a visual buffer;

c) a noise and pollution buffer; and

d) to reduce claustrophobic feelings among residents.

Comments

The City requires that land be dedicated for park and buffer areas in accordance with the Planning Act. The new Land Use Bylaw places a high priority on providing outdoor recreation areas in all multifamily districts.

The Planning Department's report, Guidelines for the Distribution and Design of Neighbourhood Densities, is being applied to new high-density subdivisions to control the ratio of green space to buildings.

In inner-city communities where an Area Development Plan has been prepared, a redevelopment levy is charged for any new development.

Authority for imposing a redevelopment levy in an area with an approved Area Redevelopment Plan is the 1977 Planning Act (Sections 64, 65 and 73). The Act gives Council the authority to impose levies within the redevelopment area as it deems necessary.

The levy must be specifically used to acquire land for recreation or school purposes where it is established that, as a result of increased density or intenstiy of use, additional land for the purpose mentioned in the Planning Act would be warranted. The areas designated as suitable for Area Redevelopment Plans are those identified in the Edmonton General Municipal Plan, Bylaw 6000.

On May 14, 1981 Council approved the Redevelopment Levy Policy. This outlines responsibilities for implementation, levy and rates schedules, guidelines, as well as the imposition, collection, and disbursement of levies.

Here is the rate schedule established for the redevelopment levy.

Residential	$800 per dwelling unit
Commercial, Industrial or Office	$9 per sq. metre
Mixed	The sum of charges calculated for each land use.
Non-Profit Housing: any development requiring Development Class 'A' Permit; all single detached, and duplex housing	Exempt from redevelopment levy

The chart starting on the next page, titled Enclosure 1, shows the name of the area where a redevelopment levy will be applied, the status of that area's Redevelopment Plan, and the open space recommended in that plan.

ENCLOSURE I

ARP	AREA REDEVELOPMENT PLANS STATUS	REDEVELOPMENT LEVY OPEN SPACE RECOMMENDED
1) Boyle St./McCauley	Council approved Sept. 9, 1981	a) + 5 lots (north of 105 Ave. 98-97 St.) Until road alignment is established site size is approximate. b) 6 lots triangular road island located in Jasper Ave. east of 96 St. c) 8 lots (lots 28-31, 40-43, Block 5, Plan D. 95 St.-102 Ave. Chinese Cultural/Recreation Centre and Chinese Gardens).
2) Old Strathcona	Council approved Sept. 22, 1981	+ 3.75 acres and 41 (various not available sizes) lots (Property mainly owned by C.P.R. and the Engineering Department).
3) Oliver	Council approved Sept. 22, 1981	+ 1.5 acres 4 lots (2 lots in process of purchase + 2 lots to purchase).
4) Belvedere	Council approved Sept. 24, 1980	no defined purchase area. As density requires additional park space it will be acquired via levy funds.
5) Central McDougall	Council approved Feb. 23, 1982	area between 102 & 104 Streets and 106 & 107 Avenues. intersection of 106 Ave. & 107 Street.

ENCLOSURE I CONTINUED

ARP	AREA REDEVELOPMENT PLANS STATUS	REDEVELOPMENT LEVY OPEN SPACE RECOMMENDED
6) Alberta Avenue/ Eastwood	Council approved Aug. 15, 1979	all purchases completed
7) Garneau	first reading Mar. 23, 1982	area between 83 & 85 Ave. and 108 & 108A Street
8) Ritchie	Council approved Apr. 11, 1979	all purchases completed
9) Coliseum/Stadium	Plan being re-drafted	no defined purchase area
10) Parkdale	working paper	no defined purchase area
11) Montrose	working paper	no defined purchase area
12) Downtown	Council approved Nov. 23, 1981	100 Ave. between 102 & 105 Street. 100 Ave. between 105 & 108 Street.

PARK PLANNING

Recommendation 4

Parks to be established as part of the development agreement with developer to prevent delays in implementation.

Comments

Under the Planning Act, 1977 (Section 96), developers are required to provide a 10 per cent land dedication for municipal and school reserve. Since 1980, the Standard Residential Services Agreement requires developers to level, grade, loam, seed or sod, and drain where necessary all dedicated park and school reserves.

This requirement represents approximately 25 per cent of the total cost of park development. The City proposes that, at the expiry of the present agreement, the terms be renegotiated to require the developer to assume 100 per cent of park development cost. This will avoid long delays in parks development caused by lack of funds.

PARK PLANNING

Recommendation 5

Maintenance of neighbourhood parks be done on a regular basis.

Comments

The Parks and Recreation Department has developed a Maintenance Standards Manual. This sets out the standard for quality and safety to be maintained in all parks. Since the introduction of the manual, the quality of park maintenance has improved. The manual is continually reviewed and revised as required.

The Parks Master Plan, 1979-83, shifts the responsibility for parks services and development to the private sector. The rationale for this objective is threefold: 1) The City does not have adequate funds to assume full responsibility for providing a broad range of parks and recreation services. Thus, developers and citizens groups will have to play a more important role in providing them. 2) There is a trend toward increased citizen participation in providing community services. 3) Developer and citizen participation will result in greater variety and freedom of choice in parks and recreation development.

PARK PLANNING

Recommendation 6

Parks clean-up will be aided by City sponsored cleanliness contests to save costs.

Comments

The City is a leader in promoting civic cleanliness. The City, in partnership with community sponsors, undertakes projects ranging from clean-up events and a telephone service for tow-away of abandoned vehicles, to site inspections and support advertising for private projects.

Council policy is to increase involvement of communities in the introduction of parks and recreational services in their areas. This involvement would include maintenance of City services.

At the same time, the Parks and Recreation Department will continue to co-sponsor projects for the maintenance of City parks and recreational areas. For example, the Department has co-operated in the past with the Alberta Trades Association in the Green Survival Program. It promotes and administers the program, and provides garbage bags and cartage removal services.

The Public Relations Department also co-ordinates Clean Edmonton Week, a campaign held every spring. Participants include the Boy Scouts, Chamber of Commerce, School Boards, Fast Food Association, 4x4 Association, Intervarsity Christian Association, Miles for Millions, and City departments including Engineering, Parks and Recreation, Edmonton Telephones, Transit, and Water and Sanitation. This is a community activity supported by Council and the Administration.

LAND USE AND DESIGN

HOUSING

Recommendation 1

Multiple family housing be distributed throughout neighbourhoods, rather than be concentrated in any particular area.

Comments

Until recently, multifamily projects were usually concentrated around the school and the park sites in each neighbourhood. Density distribution guidelines in the new General Municipal Plan are designed to avoid such concentrations.

In keeping with the district and area redevelopment planning processes, the City recognizes:

a) the desire to stabilize areas, or control negative impacts such as increased traffic congestion resulting from a higher density redevelopment;

b) the desire to achieve variety in types of housing units; and

c) the desire to retain existing services such as schools and water and sewer systems, and not interfere with amenities such as views of the river valley and access to parks and open spaces.

Multiple family housing developments, their size and distribution, are considered fully in the General Municipal Plan. The Plan incorporates guidelines set out in the 1978 Planning Department report, The Design and Distribution of Density in New Neighbourhoods. These guidelines seek to limit the concentration of multiple family housing in one area. The City follows these guidelines when reviewing subdivision applications which include multiple housing units.

Policy 5.C.4 of the General Municipal Plan states that:

> "The City will ensure compatible relationships or integration between different housing densities and forms in surburban growth areas by:
>
> a) Avoiding the juxtaposition of residential developments with significant differences in density by using a gradual transition in housing form or open space;
>
> b) Creating homogenous subneighbourhood units;
>
> c) Limiting the size of parcels and the length of street frontage used for multiple unit residential developments;
>
> d) Limiting the concentration of multiple unit developments adjacent to the central school/park site;
>
> e) Limiting the concentration of multiple unit developments adjacent to neighbourhood entrance ways;

f) Encouraging high density apartment development to locate at the periphery of neighbourhoods.

Other policies in the Plan dealing with density and distribution of multiple family or community housing are 5.C.6, 5.H.1, 5.H.6(b) and 5.H.7.

HOUSING

Recommendation 2

Multiple family housing projects be small, i.e. less massive, so as to be more acceptable to residents adjacent to the projects.

Comments

This recommendation is discussed in the Comments section of Recommendation 1.

However, it should be stressed that financial considerations and social factors limit the range of alternatives open to the City. Limiting the size of parcels of land would create more multiple family projects next to single family homes. Such a policy could cause public concern. It would also produce sites with fewer amenities, as well as be uneconomical to develop and manage.

The City encourages variety in the types and density of residential land uses in inner-city areas. Such variety calls for integration between compatible housing types. For such integration to succeed, attention must be given to these factors:

a) Consistent streetscapes should be maintained by assuring that:

   i) there is no significant traffic congestion or conflict between pedestrian and vehicular movements;

   ii) there is an absence of noise and other negative environmental influences;

   iii) schools in the neighbourhood are functional; and

   iv) the proposed development does not exceed six storeys.

b) Developments with significant differences in density, such as low to high density, should not be adjacent.

HOUSING

Recommendation 3

That the civic administration re-evaluate present policies governing subsidized housing with the City to ensure that those using this housing are in fact those most in need.

Comments

At the present time, there are only two subsidized housing programs in which the City can participate. These are the Federal Government's Municipal Non-Profit Housing Program and the Provincial Government's Senior Citizen Lodge Program. These two programs account for approximately 5 per cent of the subsidized housing units in the City. The remaining 95 per cent come under provincial programs, and are managed through private, provincial, charitable, and church organizations. Thus the City's control over policies governing subsidized housing is limited. However, the City is represented on the Boards of Directors of both the Non-Profit Housing Program and the Senior Citizen Program.

Several representatives of the Administration and several elected officials are members of the Board of Directors of the Edmonton Non-Profit Housing Corporation. The Board establishes and monitors policies for the implementation and management of

the program in Edmonton. This includes development of tenant placement policies to ensure that as many units as possible are allocated to those households which are most in need.. The policies are subject to ongoing review and annual assessment. The most recent assessment was held in September 1981. The guidelines for eligibility to apply for subsidized housing are that:

1) the applicant must have at least one dependent child; and

2) the applicant must have either worked or resided in Edmonton for the previous three months.

The application is then further evaluated on the basis of present rent to income ratio, number of dependents, and the physical condition of accommodation at the time of application.

Under the Senior Citizen Lodge Program, subsidized accommodation is developed through Alberta Housing Corporation, and subsequently managed by the Greater Edmonton Foundation. The Foundation's Board of Directors includes elected officials of the City. Property management for senior citizen lodges and tenant placement is the responsibility of the Board of Directors.

HOUSING

Recommendation 4

A long-term annexation policy be adopted to provide a better supply of affordable housing (land banking).

Comments

On March 22, 1979, the City applied to the Alberta Government for a major annexation of land. The City based its submission to the Local Authorities Board on its need for sufficient land to develop long-range plans for residential, commercial, and industrial uses. The submission indicated that a sufficient supply of residential land is an important factor in ensuring an affordable supply of housing in the City.

On June 12, 1981, the Alberta Government approved the annexation of 67 933 hectares of land to the City, effective January 1, 1982. The Government stated in its decision that this land should meet Edmonton's growth needs for 30-40 years.

The new General Municipal Plan adopted July 4, 1980, contains objectives and policies which support the need for a long-term annexation policy and development strategy (Policy 1.B.1, Objective 14.A., Policies 14.A.1 to 14.A.4). As a result of

the Alberta Government's approval of the annexation proposal, the City is undertaking a major study of these newly annexed lands. The study, called the Urban Growth Strategy Project, is intended to outline long-range land use for the annexed area, and indicate how development should be staged over the long term. On completion of the study, amendments to the General Municipal Plan will be made to update the City's position on land use and establish priorities for the annexed lands.

The General Municipal Plan contains other proposals, intended to influence the cost of housing. Objectives 2.A and 5.E of the Plan identify affordable housing as a City objective. Policy 5.E.1 states that the City will provide for more flexible servicing standards in such areas as roadways, lot sizes, and storm water systems, in line with the recommendations of the Housing Task Force as approved by Council.

Under certain conditions the City will also consider proposals for non-adjoining development made at the time of application for neighbourhood structure plan approval, and/or subdivision approval. The conditions are that the developer can demonstrate that the development will not result in a significant financial burden to the City, or that the developer is prepared to assume the additional costs (Policy 5.E.2).

In addition, the Plan calls for the establishment of a Development Industry Liaison Committee to review ways of reducing housing costs (Policy 5.E.3). This Committee was established during 1981, and six formal meetings have been held in conjunction with the Urban Growth Strategy Project. Committee members to date have included representatives from the Urban Development Institute, Housing and Urban Development Association of Canada, Mortgage Lenders Association of Alberta, Edmonton Chamber of Commerce, and City of Edmonton.

Concerning land banking policy, Council, on July 10, 1979, supported the recommendations of the Corporate Policy Planning Office report entitled Land Banking and Selective Land Assembly. They are:

1. that the City pursue a policy of land banking of residential land in concert with the Provincial Government;

2. that major land banking for industrial purposes be undertaken by the City;

3. that selective land assembly be undertaken by the City with a view to maintaining a land ownership position in each major residential and industrial structure plan area; and

4. that the acquisition of sites in developed parts of the City be undertaken to facilitate the achievement of certain development goals.

By adopting these policies the City will be involved in the selection and assembly of land for social housing programs and new industry, and for experimentation and innovation in neighbourhood design.

Since the decision on annexation was announced, the City has been approached by a number of land owners within the annexed area with offers to sell land holdings of various sizes. In order to establish a recommended course of action for implementing the land banking policies, the Real Estate and Housing Department has undertaken a review of the City's land holdings in various sections of Edmonton.

The City has land holdings in all the major development areas, for residential and industrial use. Within its new boundaries, the City's inventory totals 396.61 hectares of raw residential and 380.42 hectares of raw industrial land.

The current inventory includes sufficient residential land for 1,460 single family units and 4,119 multiple family units. It also includes approximately 52.61 hectares of industrial land.

LAND USE AND DESIGN

INDUSTRIAL AND COMMERCIAL PLANNING

Recommendation 1

The City predicts the estimated growth of industrial activity in Edmonton for a specific time frame (e.g. 20 years) in order to correlate these requirements with residential requirements to forestall conflicts in a few years.

Comments

Projections of the City's future land requirements for industrial and residential development were undertaken as part of the City's annexation application. Availability of land for industrial development has been the subject of further study by the Mayor's Advisory Committee on Industrial Land Strategy. This committee is composed of City staff and representatives from the private sector, including those from the construction, development, and realty industries. Their recommendations to Council in late 1979, which were accepted, covered a diverse range of issues affecting industrial development in Edmonton. These issues related to zoning, land costs, rail services, development approval, time frames, and development conditions.

The Advisory Committee on Industrial Land Strategy is still in place. A sub-committee, the Industrial Land Task Force, is currently reviewing the demand for industrial land and the City's involvement in its provision and servicing, particularly for heavy industry.

INDUSTRIAL AND COMMERCIAL PLANNING

Recommendation 2

Where conflict already exists, i.e., with the packing or rendering plants, relocation of those industries away from residential areas are necessary.

Comments

The new General Municipal Plan recommends that Council encourage the relocation of obsolete or noxious industrial uses which are currently located in the inner city (Objective 7.B). The Plan further recommends that City-owned land be used to assist industries in relocating to suburban areas (Policy 7.B.1). As noted in the Comments section of Recommendation 1, the General Municipal Plan calls for the development of a comprehensive industrial land use strategy to address the location of potentially offensive industrial activities. Because of their noxious emissions or visual impact, they should be located away from residential areas. The strategy will keep in mind two objectives: 1) maintaining and developing a balanced tax base, and 2) creating job opportunities. The actual costs to the City of eliminating noxious industry will need to be evaluated. Firms which are relocated by Council's order might require compensation. Increases in residential property taxes may result from loss of industrial tax revenues.

Long-range projections of the demand for both residential and industrial land are also being developed. These will be included in the growth strategy for the annexed lands. The information gathered will provide a basis for the development of a comprehensive industrial land use strategy, as recommended by the General Municipal Plan (Policy 7.A.1). This strategy will address the location of potentially offensive industries, identify a preferred pattern of industrial development, and ensure that future conflicts between residential and industrial land uses are minimized.

In addition, annexation has resulted in an increase in the amount of land available within City boundaries for both future residential and industrial development. The Urban Growth Strategy, now being developed, will project anticipated industrial and residential development, and recommend locations for such development and the appropriate zonings. The strategy will also recommend methods for controlled, phased industrial and residential development.

LAND USE AND DESIGN

INDUSTRIAL AND COMMERCIAL PLANNING

Recommendation 3

The City take action on decisions it has committed itself to, such as the relocation of the rendering plant.

Comments

Over the years, Council has become responsible for an increasing number of services and regulatory matters. To achieve consistency and co-ordination in policy decisions, this has called for the development of new policy-making processes. Policies must be planned and implemented in keeping with the interdependent nature of urban environments, and with the public expectation that Council decisions will be implemented in a predictable and consistent manner.

For these reasons, Council has committed itself to a corporate policy planning approach to the City's affairs. The Corporate Policy Planning Office developed this approach, and now produces policy plans annually for Council's examination and approval. The primary purpose of this process is to provide a greater awareness of the interrelationships among policy areas, and to aid Council in anticipating the likely outcomes of their policy decisions.

In addition, several other tools have been developed to simplify the decision-making process. The most visable is the budgeting process. The City has adopted the Zero-Based Program Budgeting (ZBPB) process. This highlights the relationship between services, objectives, and the availability of funds. Zero-Based Program Budgeting establishes the concept of four alternative levels of services, and sets priorities within each of these levels. The required amount of funds is then established for each service level, and notes dollars being allocated within each level according to the priority of each specific objective or program. The impact of establishing a budget at each level is stated in the budget document.

In the analysis stage of the budget process, Council determines which level of service will be provided and which priorities should be established.

Another tool used in the decision-making process is the General Municipal Plan. This makes projections to the year 2000. It is reviewed every five years. The Preamble to this report states:

> "The 1979 General Municipal Plan is a statement of the major pbjectives and policies of Council which are designed to manage the growth and form of Edmonton as it develops. As a comprehensive plan for land use, the General Municipal Plan affects the quality of life

> of the citizens of Edmonton, and can influence whether or not the City's social objectives are achieved."

The tools which exist, and are being refined, should assist to improve the decision-making process. Every effort is made to make policies and plans flexible so they meet changing needs and desires, population patterns, and financial circumstances of the public. At times, what may be perceived as inconsistency is an effort by Council to respond to changes in the community. In any policy decision the needs of those who will be directly affected, as well as the effect of a final decision on the City as a whole, must be considered and weighed. Sometimes, due to extenuating circumstances or to the complexity of an issue, decisions may not be implemented immediately. For example, there may be a need to consult with all parties concerned; there may be legislative constraints; there may be new information or a change in circumstances. Meeting such requirements are time consuming, and can cause delays.

In the specific case of the location of the rendering plant, the City sought to retain the plant's contribution to the City's revenue - and thus maintain a lower property tax base - by relocating it elsewhere within the City's boundaries. This caused some delay. Council was unsuccessful in its efforts, and the plant was moved to the County of Strathcona.

INDUSTRIAL AND COMMERCIAL PLANNING

Recommendation 4

Commercial planning ensure neighbourhood shopping centres are beneficial to the neighbourhood and not the cause of additional problems.

Comments

The General Municipal Plan and the Land Use Bylaw seek to minimize the negative impacts of commercial development on nearby residential areas. Council considers several factors when reviewing applications for commercial development in neighbourhoods. These include locating such developments on arterial or collector roads or in areas away from other properties; adequate parking; and the effects of noise and increased traffic on adjoining residential property. Council also considers the provisions made for proper screening, landscaping, and height control.

The Land Use Bylaw regulates commercial development in neighbourhoods through zoning. In Neighbourhood Convenience Commercial (NCC) districts, only uses which are considered to have a minimal impact on adjacent residental properties are permitted. Those uses which may cause some problems are only permitted subject to further planning and design controls.

In recently developed areas, new planning and development regulations have minimized negative impacts. These include:

- regulations governing the maximum height and size of a building and its position on the lot;
- restrictions on the uses permitted on a property;
- regulations requiring gradual transition in the heights of buildings and intensity of uses;
- requirements for notification of rezonings.

In older areas of the City (i.e., those built up before approximately 1950), commercial development usually consists of diversified commercial facilities which stretch along both sides of major thoroughfares, or are grouped in small clusters at street corners. In such cases, commercial/residential conflict is more serious. Because of the historical roots and the important economic role of these older commercial areas, it is neither feasible nor desirable to upgrade them completely to contemporary standards. However, by applying the same general approach as is used in planning commercial development in new areas, it is possible to prevent major intensity increases which would add to the conflict.

The General Municipal Plan seeks to ensure that the negative impacts of commercial property development on adjacent neighbourhoods are minimized. Policy 6.C.1 states that the City will consider the following principles in reviewing and approving proposals for commercial development:

a) Commercial development sites should be located on arterial or collector roads to prevent the generation of traffic on local streets, but vehicular access to the site should not be directly from a major arterial, in order to prevent conflict with through traffic.

b) Adequate parking should be provided on site to accommodate the peak demand in an average week.

c) In the case of sites adjoining existing or proposed residential developments, regulations regarding permitted and discretionary uses should be formulated in such a way as to screen out uses which are likely to have a negative impact upon the adjoining residential areas such as noise, traffic generation or unsightly appearance.

d) The height of buildings should be kept low or stepped down towards the edge of the site to ensure that the building height near that edge does not exceed the height of any residential buildings on properties adjacent to, or across from, the commercial site.

e) It is desirable that adequate screening and/or landscaping be provided to ensure that the view from any neighbouring dwellings does not face directly onto the backs of commercial buildings.

f) It is preferable that loading areas be located as far away from any neighbouring dwellings as possible.

The General Municipal Plan also provides that no application to rezone a property from a non-commercial land use district to a commercial land use district, or to rezone to a more intensive commercial land use district, will be approved unless:

a) the policy basis for this change has been established through the Plan or an area redevelopment or area structure plan; or,

b) the application is for neighbourhood commercial services intended to serve the daily shopping needs of the residents in the immediate vicinity.

This policy (Policy 6.B.2) is necessary to ensure commercial rezonings are properly evaluated in terms of their potential impacts on the surrounding areas and on the City as a whole. The required statutory basis can be provided through a General Municipal Plan amendment, area redevelopment plan or amendment, or an area structure plan or amendment. This policy affords

the City some flexibility in choosing the instrument by which commercial zoning is authorized. At the same time it ensures consistency, since both area redevelopment plans and area structure plans must conform to the General Municipal Plan.

LAND USE AND DESIGN

ZONING, DEVELOPMENT AND REDEVELOPMENT

Recommendation 1

Community organizations be encouraged to register with the City to receive notification of development within that community. The community organization could then inform residents.

Comments

Community leagues are notified of all rezoning applications. They are also notified of all applications for major development proposals which may conflict with adjacent development. Residents within 200 feet (60 metres) of a development are informed by mail; notices are also placed in a major newspaper. City departments, generally, use the mail on matters dealing with City policies.

In November 1981, Council amended the Land Use Bylaw to require that 4'x4' signs be set up on properties where applications have been made for rezoning. These signs must include information on present and proposed zoning, major uses permitted under the proposed rezoning, total site area. The Planning Department's phone number must also be shown. Further, the application for rezoning cannot be made to the Municipal Planning Commission until two weeks after the sign has been erected. This gives residents reasonable opportunity to respond to the proposal.

General information, maps, information on specific developments, and other pertinent material is available to the public at Planning Department offices. Also, signs are posted in developing areas of the City which indicate proposed land uses for those areas.

Other methods of informing the public are discussed in the Preamble to this report.

LAND USE AND DESIGN

ZONING, DEVELOPMENT AND REDEVELOPMENT

Recommendation 2

Neighbourhood Planning involves citizen input from the initial stages to the final product. However, formal input into the planning process must be developed.

Comments

Citizens are involved in neighbourhood planning now. It is the Planning Department's practice to include formal citizen input in the preparation of plans. When preparing plans for older neighbourhoods, terms of reference for this input are usually prepared in consultation with neighbourhood residents and then submitted to Council. In planning new communities, initial proposals are presented for public input prior to their submission to Council.

The General Municipal Plan proposes the establishment of a district planning system which would formally incorporate the input of citizens into the planning process. A number of other proposals concerning citizen participation in the planning process have been presented. These are discussed in the Preamble to this report.

ZONING, DEVELOPMENT AND REDEVELOPMENT

Recommendation 3

Regional citizen groups be established to maintain continuity throughout the planning process, and represent the area residents on an ongoing basis.

Comments

Several proposals for citizen participation in the planning process are currently under review by Council and the Administration. These are outlined in the Preamble to this report.

INTEGRATION OF PLANNING

Recommendation 1

The present unit-by-unit form of planning be replaced by integrated subdivision planning that will be adhered to.

Comments

Planning for the City is currently integrated by reviewing and approving individual development proposals in a series of procedures.

The General Municipal Plan sets out broad policies with respect to the City's growth. Area structure plans and area redevelopment plans are prepared according to the conditions of the General Municipal Plan. More detailed neighbourhood structure plans and plans of subdivisions are, in turn, prepared according to conditions set out in area structure plans.

Individual rezoning applications and development proposals are then reviewed to see if they conform to these detailed plans. City planning is undertaken on a comprehensive basis. It is not done in a disjointed, unit-by-unit manner. Planning only appears to be piecemeal because, due to economics or demand, development often occurs in stages.

LAND USE AND DESIGN

INTEGRATION OF PLANNING

Recommendation 2

Prior to redevelopment of older neighbourhoods, a comprehensive plan which involves and is acceptable to residents, planners and developers be prepared and adhered to.

Comments

Numerous plans have been prepared in the past few years in response to pressures for specific redevelopment in older neighbourhoods. Under the Community Planning Program, the Community Services Incentives Program, and the Neighbourhood Improvement Program, plans have been prepared for Calder, Canora, Groat Estates, Norwood, Oliver, Ritchie, and Riverdale. Neighbourhood plans for Garneau, Montrose/Santa Rosa and Parkdale are nearing completion. All have been prepared with extensive citizen participation.

Neighbourhood plans are prepared as Area Redevelopment Plans and adopted as City bylaws. Any proposed change to these plans requires a public hearing and the approval of Council.

An objective of the new General Municipal Plan is to increase the amount of family housing in the inner city. Redevelopment should be spread out and not concentrated in only a few areas.

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Neighbourhood plans are prepared as Area Redevelopment Plans and adopted as City bylaws. Any proposed change to these plans requires a public hearing and the approval of Council.

An objective of the new General Municipal Plan is to increase the amount of family housing in the inner city. Redevelopment should be spread out and not concentrated in only a few areas.

The Plan recommends that emphasis be placed on residential development in the inner city, and observes that redevelopment to provide multiple-unit, family housing is essential to the well-being of the City as a whole, and to inner-city neighbourhoods in particular. To maintain inner-city schools and to use resources efficiently, it is necessary to attract child-rearing households. However, the type of redevelopment which is encouraged should be compatible with the existing characteristics and needs of inner-city communities. The General Municipal Plan encourages selective redevelopment, carried out in a manner that does not undermine the desirable characteristics of established communities.

Council and the Administration are reviewing proposals on the future of neighbourhood planning and citizen participation contained in the General Municipal Plan, the reports of the Task Force on Local Government, and the Ad Hoc Committee on Citizen Participation. These proposals are described in the Preamble to this report.

INTEGRATION OF PLANNING

Recommendation 3

Social and environmental impact studies be part of any planning process.

Comments

In September 1979, Council approved a recommendation calling for the inclusion of 1) environmental impact studies in area structure plans, and 2) environmental impact statements in neighbourhood structure plans. The terms of reference for both studies and statements are currently being prepared.

The new General Municipal Plan calls for protection of the natural environment in land use strategies, particularly in the planning of residential growth areas. It is the objective of the Plan to provide the basic framework for 1) a comprehensive, co-ordinated approach to environmental planning within the overall land development process, and 2) a mechanism balancing legitimate development needs with environmental concerns. Environmental impact studies and statements are critical elements of this mechanism.

In this context, it is Council policy to:

1. require the preparation of environmental impact statements to assess the impact of proposed development upon the river valley;

2. adopt an ecologically sensitive planning approach to new suburban growth areas, by incorporating environmental analysis into the area structure plan process; and to

3. ensure that existing natural areas including parks, golf courses, and other open space be preserved from urban development through the district plan process.

Implementation of these policies through the current Land Use Bylaw, the proposed North Saskatchewan River Valley Area Redevelopment Plan Bylaw, the area and neighbourhood structure plan, and the district plan preparation processes should ensure these three things: 1) That natural and environmentally sensitive lands are protected from the undesirable impacts of urban development; 2), that new development is safeguarded from natural hazards; and 3) that new development and redevelopment maximize use of the natural landscape.

When considering social impact studies, it is City policy to develop a human development strategy which can be tied in with the planning process. This strategy ensures that the social implications which should be considered in the planning process are clearly understood, and provides the guidelines under which social impact studies will be prepared.

A human development strategy is being prepared and a report will be submitted to Council in 1982. The report will lay out the alternatives for ensuring that policy and planning development in all areas is accompanied by social analysis. The report's objective is to examine ways in which the City can incorporate social planning into its overall policy-making processes.

It is present policy for the Social Services Department to review proposed neighbourhood plans, transportation plans, and redistricting applications. The intent is to identify factors that may have a negative social impact. The Department's comments and recommendations are often instrumental in reducing negative impacts which may have otherwise been overlooked.

COMMUNICATION

Recommendation 1

Definite plans for neighbourhoods be formulated, or amended, to ensure public input. Furthermore, these plans should be readily available in branch or main libraries, community leagues, or at the City Archives.

Comments

Neighbourhood plans are currently prepared which include input from citizens (see Recommendation 2 under Integration of Planning in this section of the report). Council and the Administration are currently reviewing proposals on the future of neighbourhood planning and citizen participation. These proposals are outlined in the Preamble to this report.

Neighbourhood plans are available in the main and branch libraries. A copy of the City's new General Municipal Plan is being sent to each community league.

COMMUNICATION

Recommendation 2

A formalized mechanism be initiated to receive neighbourhood citizen representative concerns and translate these concerns into desired policies and actions. This is distinct from the additional needs for increased public information, and could be facilitated through some mechanism such as regional citizen groups made up of residents or small areas to deal with those area concerns.

Comments

This is similar to some preceding recommendations. The Preamble to this report reviews a number of proposals for citizen participation in the planning process. These proposals are being considered by Council and the Administration.

In 1981, Council allocated funds for preliminary research to determine citizens' needs and priorities in accordance with a study conducted in 1978-79. Council's objective was to use this information in establishing priorities. In February 1982, the Commission Board submitted a report to Council recommending:

1. That the following recommendations be referred to the Economic Affairs Committee for detailed consideration during discussion of Program 093 of the Management Studies, Systems and Budget Department operating budget:

   a. that a corporate citizen survey be conducted annually for strategic planning purposes and that $144,000 be approved for conducting the first of these surveys in 1982;

   b. that the Corporate Policy Planning Office be responsible for the content and use of the corporate citizen survey;

   c. that a survey research manager position be established and that $25,000 be approved for hiring this manager in 1982;

   d. that the concept of an omnibus survey, as described in the Phase I Report be investigated further and that a plan be developed and presented to Commission Board for co-ordinating department specific surveys; and

   e. that the Phase I report of the Edmonton Profile Study be received as information.

In support of the recommendations it was noted in part, that:

a) the corporate survey provides a formal feedback mechanism which provides infromation tailored to the development of policies and programs that take into account citizen desires and preferences;

b) cost savings can result from the identification and reduction or elimination of programs that no longer match citizens' needs;

c) it is important to measure changes over time to ensure evaluation and modification of programs on an ongoing basis;

d) the earlier 1979 survey was criticized as being deficient in that information could not be fully utilized. The hiring of a resident survey expert to translate planning needs into survey questions and analyze the results would overcome these deficiencies; and

e) an omninbus (all-inclusive) survey recommended for study could replace the individual surveys done by various departments and provide quality controlled information with less overall cost.

These recommendations were defeated in Council and the matter was struck from the agenda.

COMMUNICATION

Recommendation 3

Aldermen be available to residents for community meetings, and that Council become more aware of specific problems of the communities in their specific wards by contacting community organizations.

Comments

Theoretically, aldermen are expected to work part time. However, Council and committee meetings, and work required in producing reports, recommendations, and bylaws require many hours; aldermen are hard pressed to set priorities which will meet everyone's requirements. Nevertheless, aldermen must commit a great deal of time to their constituents if they are to fulfil their responsibilities as elected representatives. The recent recommendations of the Aldermanic Ad Hoc Committee on Citizen Participation make this obligation explicit.

At the beginning of 1981, an aldermanic house committee submitted a report to Council regarding some of the administrative and time problems faced by Aldermen. Included in the report were recommendations to: 1) provide executive assistants to help aldermen through an internship program; and 2) increase the research fund. These recommendations were not implemented as

proposed because of budget constraints. However, annual research funds were increased from $4,000 to $6,000 for each alderman, and some aldermen are using these funds to employ part-time assistants.

COMMUNICATION

Recommendation 4

Some processes be adopted to provide better information distribution to Edmontonians. This may include "information officers" or mass advertising programs.

Comments

Council and the Administration have taken several actions since this recommendation was made. Policies have been implemented for the manner in which information is communicated about such matters as the new General Municipal Plan, Transportation System Design programs, and other decisions affecting citizens.

Over the past three years, the City's public relations activities have been expanded. Public information programs are managed either by department information officers, or by staff from the central Public Relations Department. Expansion in this area has been significant, and effective. However, future growth depends on availability of budget and manpower.

The Citizen Action Centre was established in 1980 to provide a central service for enquiries, complaints, or problems.

In addition, Council recently considered a report on procedures for the release of information. Council adopted a recommendation from the Legislative Committee that the City Clerk's office be the access point for information. On March 10, 1982, Council gave formal approval to a revised Freedom of Information Bylaw.

HISTORIC PRESERVATION

Recommendation 1

A Municipal Board be established to oversee redevelopment permits to ensure historic sites are preserved.

Comments

Since 1938, the Edmonton Historical Board has advised Council on the maintenance of public archives, the collection and display of historical artifacts, and the purchase of properties or objects of historical significance. In 1974, the Historic Sites Selection Committee was established as a sub-committee of the Board to provide advice and recommendations to Council on the protection of historic sites and buildings.

In October 1978, Council directed the Administration to explore and study the financial and legal implications of an historical preservation program. The Ad Hoc Committee on Historic Preservation was established to carry out this directive. Its members represented the Administration and non-governmental organizations. The committee's mandate was to prepare policies and guidelines for historical preservation. The committee was also made responsible for reviewing the Edmonton Historical Board's terms of reference, thereby outlining the Board's future role in designating historic sites.

The committee presented its recommendations to Council in 1980. These included establishing the position of heritage officer, whose duty would be to administer a program for historic preservation. The position would be assigned to the Planning Department. It also recommended that the City make two requests to the Provincial Government: 1) that a review period of 180 days be required prior to any development concerned with potential historic resources, and 2) that permission be granted to establish a non-profit corporation or foundation to raise funds for the preservation of historic resource. Council approved the appointment of a heritage officer in the Planning Department. Council did not approve the second recommendation.

A survey of historical buildings in Edmonton is being carried out by the City with the assistance of the Edmonton Historical Board and Alberta Culture. The October 1980 draft of the Downtown Area Redevelopment Plan identifies approximately 50 buildings of historical and/or architectural merit. The Planning Department will consider retention of this group of buildings and will explore alternatives for their conservation. However, this is <u>not</u> a list of designated heritage buildings, or of buildings to be so designated. It is an identification list drawn up to increase public awareness of, and concern for, the existence of these reminders of Edmonton's first century.

This list of buildings will be a major component of the City's heritage conservation program. Further information about the City's objectives and policies with respect to historic preservation can be found in the General Municipal Plan, (Chapter 16, Volume I; Chapter 14, Volume II).

Human Services

HUMAN SERVICES

Recommendation 1

All human services be co-ordinated at the neighbourhood level.

Comments

The Human Services Delivery System will be the basis for implementing the following 1977 Council decision:

- there be common boundaries for human services delivery;

- the delivery of area-based human services be housed in common facilities wherever practicable;

- services be available to citizens from any human services outlet;

- plans be developed to: implement these decisions; provide for periodic review and re-evaluation; monitor effectiveness;

- the provincial and federal governments, and the school boards be encouraged to use boundaries established by the City; deliver services from locations established by the City wherever suitable physical, financial and other requirements can be negotiated.

Additional comments are found under recommendation 2 on the following page.

HUMAN SERVICES

Recommendation 2

The delivery of all human services co-ordinated through the neighbourhood multi-purpose facility, be encouraged.

Comments

The City is committed to co-ordination of services. A Task Force has made an inventory of existing City facilities according to location and type of service and has established criteria for developing local human services. Priority based on demand has been set for each of 12 service areas. It is proposed that future development of delivery follow priority.

The first facility is proposed for Millwoods, to be built during 1982. This facility is an experimental project and future facilities will be developed according to the results. Facilities will be built in the remaining 11 delivery areas when Council approves the required budgets. Delivery cost in the 12 areas is over $100 million.

The following support and want to be involved in development of the proposed facilities: Edmonton Local Board of Health, Edmonton Public Library, Edmonton Social Services, Parks and Recreation Department, Planning and Bylaw Enforcement Department.

Recommendation 3

Common neighbourhood boundaries be established for all human services.

Comments

City Council, in 1977 adopted in principle, a system of common boundaries for human services delivery. The Commission Board approved common boundaries effective January 1, 1979. Modifications were approved in 1980 and a proposed revision to these boundaries to accommodate annexation was tabled on December 16, 1981.

The boundaries delineate six sectors. Each sector is divided into two human services delivery areas. In some areas, the proposed boundaries differ from those not being observed by various delivery groups. However, participating civic departments have agreed to locate in common facilities within the defined human services delivery areas.

HUMAN SERVICES

Recommendation 4

Neighbourhood organizations be established with a universally accepted name and objective similar to a community resource council, or a community education council.

Comments

The preamble to this report discusses this situation and various ways to increase public awareness and involvement. Some alternatives being considered are similar to the intent of recommendation 4.

Recommendation 5

A citizen management committee be organized to establish policy regarding the use of specialized facilities.

Comments

The City has citizen advisory committees to assist in the operation of some facilities, particularly those which serve more than one neighbourhood or are classed as citywide.

The Kinsmen Sports Centre and Park is operated under a management agreement. The terms provide for efficient operation of this facility by the Kinsmen Club of Edmonton.

An operating agreement for Fort Edmonton Park is being negotiated. It will provide for management of the park by an executive committee comprised of Foundation members and citizens at large. Conditions under which the operation, maintenance and development of Fort Edmonton Park will be conducted are also stated.

Several other advisory committees have been established to advise on operations; develop policies; and assist in preparing plans. These include ACT (Associated Canadian Travellers) Recreation Centre for the Disabled Advisory Board; Central

Lions Senior Citizens Recreation Centre Board; Mill Woods Cultural and Recreation Facilities Association; Northgate Lions Senior Citizens Board; Space Sciences Foundation; Valley Zoo Advisory Committee; West Jasper Place Community Advisory Committee.

The Parks, Recreation, and Cultural Advisory Board, also develops policies on facilities operated by the Parks and Recreation Department. Its 13 Council appointed members give input from citizens.

Recommendation 6

More hospitals be established and be geographically well distributed.

Comments

Hospitals in the City are planned for by hospital boards and their planning committees, in consultation with Council and Administration staff. Both are under the direction of the Provincial Department of Hospitals and Medical Care.

In new areas, hospital locations are identified during the preparation of Area Structure Plans. Needs are refined and sites identified during the preparation of Neighbourhood Structure Plans. The City is responsible for acquiring approved sites.

The aim of the City is to provide a comprehensive integrated system of facilities and services. Therefore, in planning consideration is given not only to accessibility, land size requirements, and compatibility of adjacent land uses, but to achieving equitable distribution.

Since recommendation 6 was made, a site in Clareview has been approved and a site in Mill Woods has been designated. The

Royal Alexandra Hospital Board foresees expansion starting within two years.

The Planning Department is reviewing the proposed plans of various City hospital boards and committees. Based on this, a new chapter on institutional land uses will be written for the General Municipal Plan.

Recommendation 7

Government be more supportive to self-help financing; for example, priority in licensing of neighbourhood pubs to neighbourhood volunteer organizations.

Comments

The City does not have authority to grant licences for sale of liquor and spirits. Only the Alberta Liquor Control Board of the Provincial Goverment has. The Alberta Solicitor General responded to recommendation 7 as follows:

> "So far as the reference to neighbourhood pubs is concerned, in several parts of the province, community organizations have remodelled their premises in the style of English pubs.
>
> This can either lead to a full club operation for members or a better atmosphere for periodic special permits for community functions. These latter can be handled on a special annual permit basis.
>
> Our laws do not permit operators to sell liquor to the public from premises other than those allowed a license that is connected to the provision of another benefit to the community such as hotel accommodation or food."

Generally, fund-raising activities including community pubs, casinos and bingos fall under provincial legislation.

HUMAN SERVICES

Recommendation 8

Financial aid, grants and professional assistance be provided for the delivery of human services at the neighbourhood level. A professional planner be made available at the neighbourhood level.

Comments

Council policy is to provide decentralized services. Therefore, staff involved in implementing human services delivery will be decentralized. Establishing neighbourhood offices for staff is presently being studied.

In addition, the issue of assistance and information to citizens is being reviewed as part of the citizen participation process, addressed in the preamble. At present there are over 120 neighbourhoods. Provision of a professional planner for each neighbourhood has major budgetary impact.

Security, Policing, and Bylaw Enforcement

DEPLOYMENT OF PERSONNEL

Recommendation 1

The Municipal and Provincial governments examine the tasks of law enforcement officers, evaluate the ability of presently deployed officers to these tasks, and focus attention on the much expressed concerns which are listed as follows:

- inadequate police patrols after dark
  - in parks and playgrounds
  - on weekends in neighbourhoods
- difficulties of patrolling high density population areas
- a need for better bicycle controls
- traffic bylaws enforcement
- nuisance bylaws enforcement
- health regulations enforcement
- air pollution regulations enforcement
- dog bylaws enforcement
- weed control bylaws enforcement

- zoning bylaws enforcement

Comments

The tasks expected of law enforcement officers as shown in the recommendation fall into three broad categories:

a) prevention and suppression of crime;

b) enforcement of building regulations, provincial acts (weed control), and municipal bylaws; and

c) provision of miscellaneous protective and emergency services.

These tasks are performed by the police (Police Department), by health inspectors (Local Board of Health), and by bylaw enforcement officers and building inspectors (Bylaw Enforcement Department).

These tasks are reviewed continuously, and steps have been taken to examine the performance of personnel as they carry them out. In 1975, the Police Department began a long-term program to ensure an efficient, cost-effective distribution of manpower. Operational indicators were developed, and a special unit was set up to match workloads with human resources, by time of day and geographical area.

Like all municipal departments and agencies, the Police Department is responsible for maintaining adequate and efficient services within the budget allocated to it by Council. The Department must also operate within the provisions of Alberta's Police Act. Given these conditions, the police give top priority to emergencies and serious situations. Routine matters have a lower priority.

For example, summonses traditionally served by police officers had a low priority. Effective September 9, 1981, the Bylaw Enforcement Department took over this task. As a result, this Court Document Service will receive more attention, at less cost, and police officers can attend to more urgent matters.

Other actions designed to improve policing include:

a) Recent completion of a new Police Headquarters equipped with an improved communications system and computer-assisted dispatch;

b) An evaluation of the benefits of installing mobile digital terminals in police vehicles. These would provide rapid access to local police records, and to the Canadian Police Information Centre.

c) A request for capital funds to establish a southwest district station. Funds were not availble in 1982.

The Local Board of Health performs health-related inspections and services, and monitors the environment. Improvement or expansion of services depend upon availability of funds, which come from the Provincial Government.

The Bylaw Enforcement Department deals with complaints concerning nuisances, littering, weeds, dogs, garbage. Budget constraints also influence the services provided. As explained above, in September 1981 the Department took over document service. This is expected to increase convictions and revenue.

The Bylaw Enforcement Department also monitors results and trends by analysing the numbers of inspections completed, services provided, complaints received, tags and notices issued. Action is taken or recommended according to the results of analysis.

A new animal pound is located in the Mill Woods Human Services Centre. This will help in the enforcement of dog bylaws.

DEPLOYMENT OF PERSONNEL

Recommendation 2

Sufficient funds and personnel be provided to meet the above identified needs.

Comments

As the City grows, increasing pressures are placed on enforcement agencies to maintain a high standard of performance and to expand their range of services. The Police and Bylaw Enforcement departments could provide high levels of service in all areas in Recommendation 1 if they had sufficient money. However, the total City budget includes many other public services, and is limited by how much revenue can be obtained reasonably by taxing ratepayers. The Provincial Government provides some financial assistance. For example, provincial grants for police services are $18 per capita.

The City has the following concerns for the future:

1. More city-owned buildings will require more security inspections.

2. An increase in the crime rate will require more police services and personnel (see chart on page 119.) Criminal activity is projected to increase as follows:

Projected Number of Crimes
Source: Edmonton City Police

	1981	1982	1986	Projected Annual Increase 1982-1986 (%)
Violent crime	6,800	6,900	7,500	2.0
Crimes against property	47,500	49,900	60,600	5.0
Other Criminal Code offences	18,600	20,000	27,200	8.0
Total	72,900	76,800	95,300	

3. Substantial increases in police time will be required to control traffic. The number of registered vehicles increased by 7% in 1979. Traffic accidents are projected to increase an average 8% per annum. Here are projections for 1982-1986:

Traffic Activity Projections
Source: Edmonton City Police

	1981	1982	1986	Projected Annual Increase 1982-1986 (%)
Traffic-related Criminal Code Offences	4,400	4,600	5,600	5.0
Enforcement	117,100	119,500	129,300	2.0
Accidents	38,500	41,600	56,500	8.0
Total	160,000	165,700	191,400	

4. The World University Games in 1983 will have a significant impact on police services.

5. Increasing energy costs will raise the cost of operating police vehicles.

6. Growth in violent and serious crime will reduce the time available for the enforcement of regulatory laws.

Capital expenditures projected for the period 1982-1986 include:

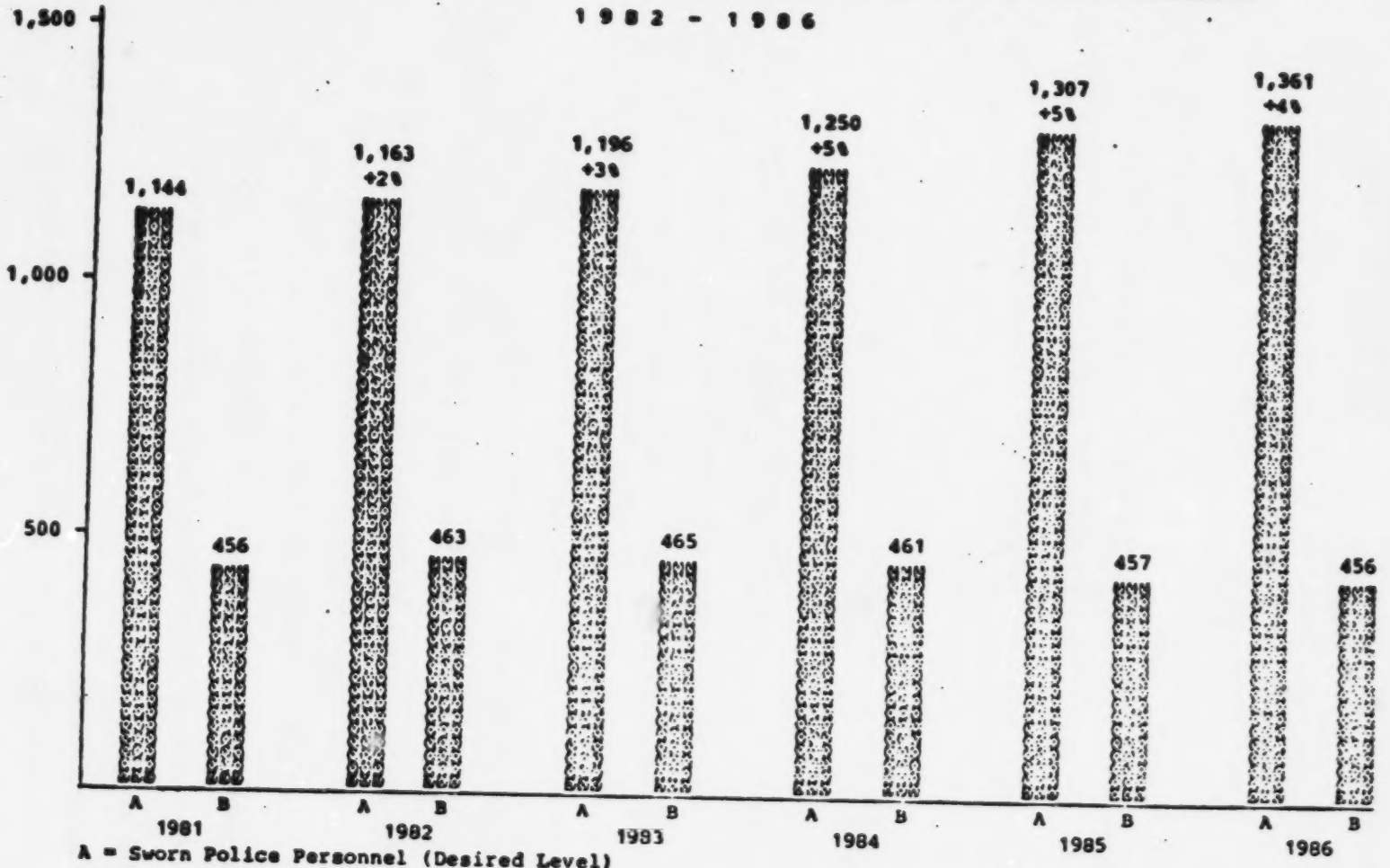
Police Headquarters - Development. . . .	$3.0 million
District Stations.	$7.5 million
911 System	$1.3 million

In 1979, the Alberta Urban Municipalities Association requested the Provincial Government to subsidize the salaries of bylaw enforcement officers. The Government's response was:

> "The Government does not support a grant for the purposes suggested in this resolution because:
>
> 1. Bylaws are solely within municipal jurisdiction.
>
> 2. Most bylaws relate to non-police functions including licence fees, inspections, parking, curfews and animals, to name a few.

3. Only bylaws related to the preservation of peace are truly police functions and are handled by the RCMP or municipal police forces for which substantial grants are now paid."

SWORN POLICE PERSONNEL - POLICE/POPULATION RATIO



SECURITY, POLICING AND BYLAW ENFORCEMENT

DEPLOYMENT OF PERSONNEL

Recommendation 3

A City Hall and Bylaw Enforcement Centre be formed to co-ordinate and evaluate all activities related to security, law enforcement and policing. This would be a body which is complementary to both policing and law enforcement.

Comments

The Police Commissioner co-ordinates the operations of the Police and Bylaw Enforcement departments. He ensures that the operations of both departments conform with Council policies, and are administered in the most efficient and effective way possible. The departments exchange information at all levels on a daily basis.

The Bylaw Enforcement Department has expanded its Bylaw Enforcement Officer Program (Traffic Bylaw), thereby relieving the Police Department of some responsibility. The Department now looks after the Court Document Service (bylaw documents), previously undertaken by the police. Other functions which could be transferred to the Bylaw Enforcement Department are being studied. The intent is to relieve trained police officers of low-priority responsibilities and those not related to policing. This, in turn, would allow the Police Department to respond more effectively to emergencies and serious crimes.

SECURITY, POLICING AND BYLAW ENFORCEMENT

DEPLOYMENT OF PERSONNEL

Recommendation 4

A plan for patrolling by foot, car or horse, of all parklands, especially for the Capital City Park and the ravines, be formulated and put into operation.

Comments

All City parks are patrolled on a regular basis by field units in each police zone. During the summer, especially in the evenings, tactical units are assigned to enforce liquor and other laws.

The Capital City Parks unit, formed in 1979 to police the park area, has a four-wheel drive all-terrain vehicle, a snowmobile, two trail bikes, and a stretcher-trailer. This equipment enables the police to reach the most remote parts of the park in all types of weather to enforce laws or provide assistance. Police also patrol on foot, bicycles, and skis. These patrols are effective and efficient; they have received positive reaction from park users.

DEPLOYMENT OF PERSONNEL

Recommendation 5

Police and bylaw enforcement officers be assigned to a particular neighbourhood so they become known to the residents and are visible and recognized as "arms of the law". These people should participate in community life and help promote existing programs aimed at education and public relations regarding the law and policing.

Comments

Bylaw enforcement officers are assigned by sector. The prevailing policy is to divide the City into small service sectors, so that officers may become familiar with their areas and allow the public to become aware of their presence. Police officers are also sent to specific locations to prevent and discourage certain types of crime. It is hoped that this sector policy, together with police visibility, will help reduce crime.

Decentralization of Police Department activities is continuing, and is expected to improve service to the community. For example, more activities are being assigned to the Downtown, Jasper Place, Londonderry, and Strathcona district stations.

Within the concept of decentralization, a staff sergeant in each police zone co-ordinates community relations programs and is the contact for community groups in that zone. In the same vein, wherever possible, dispatchers relay calls for service to the cars assigned to the districts from which calls are received.

In addition, activities of the Criminal Investigation Division are being assigned to district stations. Plans to strengthen the zone concept and improve police/public relations are being developed. The Police Department is very aware of the need for public support and confidence, and continually strives to improve its relations with Edmontonians.

SECURITY, POLICING AND BYLAW ENFORCEMENT

CRIME PREVENTION

Recommendation 1

Programs be planned to create an awareness of the practical benefits of crime prevention. These could take the form of public education through schools and media to establish and reinforce citizen responsibility for a code of behaviour.

Comments

To create a greater awareness of crime prevention, the Police Department co-ordinates a variety of programs. These include the Block Parent Program, Operation Identification, Youth Diversion Program, Community Police Radio Network, Business and Home Security Program, lectures to banks on armed robbery, Lady Beware, and Senior Citizens Program. There is also the School Liaison Program, under which police officers make more than 500 visits to schools each year.

In 1980, students employed through the Summer Temporary Employment Program (STEP) participated in a Home Security Program. Over 4,500 homes in Police District 66 were visited to explain Operation Identification as well the need for home security. Crime prevention displays were set up in shopping centres throughout the City. These demonstrated practical ways to prevent crime and make homes safe and secure.

CRIME PREVENTION

Recommendation 2

A community based body, through either community leagues or community schools, should be set up to develop and facilitate:

- neighbourhood and house surveillance programs;
- co-ordination of community services and programs;
- the development of youth service organizations;
- the development of curriculum courses related to law, bylaws, process of justice, and responsibilities of individuals;
- the setting up of an information centre, possibly a store-front office, to make related information easily available to citizens.

Comments

The Police Department gives high priority to working with community groups to develop crime prevention programs. Operation Identification is a co-operative venture between the Police Department and more than 100 community leagues in the Edmonton Federation of Community Leagues. In 1980, membership in the Block Parent Association rose to over 8,800.

Also, during 1980, the School Resource Officer and the School Liaison programs were expanded. The School Resource Officer Program is very successful in establishing a good relationship between young people and police, and in providing a better understanding of the role of police in the community. The School Liaison Program encourages rapport between the police and young people through lectures on law enforcement and the criminal justice system.

The Police Department is always pleased to work with the school system and community groups on local programs. Such activity helps police officers develop good relations with the community and encourages citizens to assist with law enforcement. Local programs also help disseminate information to the public on police activities and concerns.

The Department has a public information office in its Community Services Section. This office assists in community education programs and answers questions from the public.

CRIME PREVENTION

Recommendation 3

Police and bylaw enforcement officers, and others who administer justice, should be trained to communicate humanely and clearly.

Comments

Effective communication skills are stressed when selecting and training staff for the Police and Bylaw Enforcement departments. Staff are encouraged to take self-development courses and training programs in communication and aggression offered by the City's Personnel Department, and by professionals in the private sector.

The Police Department is taking steps to improve its performance. Studies of specific activities and programs, similar to the Beat Patrol Evaluation completed in 1980, will be undertaken. In addition, systems on personnel management and financial information will be implemented in the coming five-year period.

There is concern among police officers that they are often perceived as representatives of unwanted authority. Many people resent police intervention. Offenders react negatively to police intervention; to be effective, a police officer must learn to read situations and people.

The Police Department's Crisis Intervention Program, begun in late 1979, provides training for police officers in handling domestic disputes. Such disputes are unpredictable, volatile, and often violent. They cause more police injuries, and more homicides, than any other situation requiring police attention. For these reasons, two goals were set for the training program:

1. to improve police performance in handling domestic-related crimes; and

2. to reduce the incidence of domestic violence.

The Police Department defines a crisis as an emotional upset which, because of its potential for violation of laws, requires an immediate response. Such situations include:

1. domestic disputes between husband and wife, children, lovers, friends, and close acquaintances;

2. disputes between landlords and tenants;

3. suicides and attempted suicides;

4. notification of death or serious injury to next of kin;

5. hostage negotiation;

6. child abuse;

7. wife beating;

8. psychotic behaviours (the result of drugs, alcohol, mental disorders);

9. prejudice and discrimination;

10. rape; and

11. noisy parties and other disturbances.

Before the Crisis Intervention Program was initiated, research showed that police officers needed to improve their concentration and investigative skills. Intensified training was required in five areas. Listed in priority they were:

1. safety (of police and citizens);

2. defusing (violent to calm):

3. interviewing (information seeking);

4. mediation (negotiator/facilitator); and

5. referral (community and social agencies).

The Department's Crisis Intervention Program is very different from any other form of training used by police. Maximum student participation is achieved by enacting live simulations; using films, educational games and case studies; and by group discussion. Crisis intervention is included through all levels of training.

For the program, the Police Department and Grant MacEwan Community College produced video packages on six topics:

1. family fight;
2. mentally ill person;
3. interviewing a rape victim;
4. negotiating with a hostage taker;
5. suicide intervention; and
6. defusing a disturbance.

From contacts made with community and social agencies through the program, a directory of agencies to which police officers can refer in crisis situations has been developed. This directory is now included in Police Department handbooks.

Police officers who complete the program act as liaisons between the police and social agencies. Further, they are qualified to act as on-the-job coaches to other police officers, to follow up investigations where referrals have been made, and to record statistics on complaints of domestic or family violence.

The Crisis Intervention Program and its training methods have received favourable attention from other police departments. Several have asked for the Department's training materials and video tapes.

In 1978, the Alberta Urban Municipalities Association adopted a resolution requesting that the Provincial Government establish a training program, through the Alberta Solicitor General and Alberta Advanced Education, to train bylaw enforcement officers. The resolution reflected these facts: That bylaw enforcement officers usually have no formal training in the field, deal with many complex legal matters, and must rely on information and data supplied by the RCMP. The Provincial Government responded as follows:

> "The Departments of the Solicitor General and Advanced Education have conducted a survey of the need for formal training of bylaw officers.
>
> In discussions with Dr. Neil Clark of the Department of Advanced Education, a commitment has been given to explore the development of applicable syllabuses. Meetings being initiated by the Department of Advanced Education include the three large community colleges, Alberta Solicitor General, Department of Municipal Affairs, municipal administrators and representatives from the Alberta Urban Municipalities Association. Dr. Clark has advised that this should be on stream by the fiscal year 1980-81, depending on funding."

Grant MacEwan Community College has a program for training bylaw enforcement officers. It is primarily geared to bylaw enforcement in rural areas, and the City does not consider it relevant to its specific needs.

To date, the Provincial Government has not made funding available to the City for development of a training program for bylaw enforcement officers. However, the Bylaw Enforcement Department developed an in-house training program which was implemented this year.

CRIME PREVENTION

Recommendation 4

Police stations should be less like jails and more like information centres. At present they are intimidating, possibly due to design and inadequate training of personnel.

Comments

The Police Headquarters Building in use when this conference was held was not designed as a policy facility. Perhaps many of its intimidating features were the result of structural modifications required to meet police needs. Similarly, district stations were not primarily designed as public reception centres, but rather as briefing stations for the police. The design of these buildings is functional. They provide for police needs, and at the same time present a service-oriented atmosphere for citizens.

The concept that a police building should be both friendly and functional is desirable. The new Police Headquarters Building attempts to incorporate both these features. In an attempt to make district stations more visible and accessible to the public, changes to information signs are currently being considered.

SECURITY, POLICING AND BYLAW ENFORCEMENT

CRIME PREVENTION

Recommendation 5

Desk staff in police stations and telephone operators in any place where justice is being administered should be both knowledgeable and personable.

Comments

The Police Department is always concerned that office personnel and staff working with the public are well-trained and personable. The Department has a stringent recruiting program designed to hire applicants who display these characteristics. In addition, training programs focus on knowledge of police matters, and on development of the interpersonal skills necessary to deal effectively and professionally with the public.

Because of the increase in crime resulting from the City's rapid growth, the need for police services is also increasing. This may force the Department to move to two-tiered policing, i.e. assigning less-skilled, lower-paid staff to some tasks, and senior officers to more technical duties.

The Department is continuing to survey members of the public at random to determine the degree of satisfaction with police services.

CRIME PREVENTION

Recommendation 6

Rehabilitation services for counselling offenders be continued.

Comments

The Provincial and Federal governments and, to a lesser extent, the City, provide rehabilitation programs and counselling services to adult offenders.

The Youth Section of the Police Department counsels young people charged with delinquent behaviour. The Youth Diversion Program involves young people in activities aimed at redirecting their behaviour. The Department hopes to prevent juvenile offenders from committing progressively serious offences. It also attempts to prevent certain underprivileged youths, and some other juveniles, from increasing their anti-social behaviour. This is done by involving them in self-development programs and other activities.

The Policy Research and Development function of the Mayor's Office had a report prepared by L.E. Larson, Ph.D, entitled, "Improving Family Services in the City of Edmonton". Using this report as a base, Council has made recommendations to the Provincial Government that express its concern for juvenile offenders. Council has recommended to the Provincial Government

that all personnel involved with children, juveniles, or crisis services, have specialized qualifications and training. This would include special training for juvenile court judges and for staff in juvenile treatment institutions. This training would cover child psychology and personality development, prevention and treatment of delinquent behaviour, and issues related to the juvenile court system.

In addition, Council has recommended to the Provincial Government that it improve the quality and effectiveness of its child juvenile protection services, through:

- establishment in hospitals of trauma teams for child abuse cases. Each team would consist of a consultant social worker, radiologist, pediatrician, haematologist, psychiatrist or psychologist, and lawyer as required;

- establishment of compulsory requirements, such as courses for parents who have abused their children, which must be met before children are returned to their parents;

- further funding of emergency shelters for abused children, and intensive counselling for the child and family;

- satisfactory arrangements, before a divorce is granted, for the emotional and physical well-being and development of children;

- the removal of the adversary system from the Family Court to avoid conflicts of loyalty in children;

- acceptance of government responsibility for the protection, care, and well-being of children inadequately cared for in child custody dispostions;

- serious consideration of the child's best interests and rights in custody decisions. Fathers, as well as mothers, should be considered by the court as legitimate and appropriate guardians for their children;

- the requirement that juveniles be advised of rights to counsel, and that counsel automatically be provided if a juvenile fails to obtain help; and

- assurance that judicial action is not taken without consideration of a pre-sentence report.

SECURITY, POLICING
AND BYLAW ENFORCEMENT

CRIME PREVENTION

Recommendation 7

First offenders in non-violent crimes be given the chance to reimburse their victims and receive counselling.

Comments

The sentence given to a first offender involved in a non-violent crime is the decision of a provincial or federal court judge. The judge decides whether reimbursement to the victim and counselling for the offender is required. Sometimes, offenders voluntarily reimburse victims and seek counselling from a provincial or federal social service agency. For minor offences, the Provincial Government has introduced some restitution programs involving penalty work.

The City of Edmonton does not have authority to take any action regarding restitution. However, provincial authorities have been advised of the concerns raised by this conference. Council has directed the Administration to refer the matter to the Alberta Solicitor General for consideration and comment.

CRIME PREVENTION

Recommendation 8

The province's Fines Options Program (F.O.P.) should be expanded with minors having a work-to-pay back scheme.

Comments

Sentencing for crimes committed is a provincial or federal responsibility. The present system for dealing with juvenile offenders is similar to that of the province's Fines Option Program for adult offenders. However, under the Juvenile Delinquents Act, a judge cannot sentence a juvenile offender to a fine of more than $25, regardless of the offence committed. A judge can place the offender on probation, stipulating a work period in lieu of, or in addition to, the fine. The expansion of the Fines Options Program to include juvenile offenders would result in a duplication of effort.

Council has directed the Administration to refer the Conference's recommendation to the Alberta Solicitor General for consideration and comment.

Council has also made several recommendations to the Provincial Government based on the report titled "Improving Family Services in the City of Edmonton". Council has recommended that the Provincial Government either undertake or fund basic and applied research to improve social services in Alberta, including:

- the evaluation of research on existing programs for single parents, juvenile delinquents, alcohol and drug abuse, rape, handicapped children, day care services, and senior citizens;

- development of an experimental program, with a research assessment component, to assist single-parent adjustment;

- initiation of basic research to provide a more informed basis for action, with respect to:

  1. early detection, causes, prevention, and treatment of child abuse and neglect;

  2. child development in single-parent families;

  3. effectiveness of alternative counselling therapies and techniques;

  4. impact of family change on families;

  5. relationship between lifestyle, nutrition, and mental health;

6. long-term effects of drug use and abuse on physical and psychological well-being;

7. high suicide-risk groups and existing police records on suicide attempts and suicide;

8. prevention of rape;

9. links between abortion and psychological well-being;

10. links between unwanted pregnancy and child abuse;

11. development of safer methods of birth control, and the long-term assessment of oral contraceptives;

12. effective treatment for social diseases;

13. desirability of alternative residences for senior citizens.

CRIME PREVENTION

Recommendation 9

Radio and TV spot commercials on legal and crime prevention ideas be developed using the expertise of groups such as Catalyst Theatre Group or Patchwork Puppets.

Comments

The Police Department receives good support from the media, which have been very co-operative in providing free time for requests for public assistance, and have always shown a great deal of interest in promoting new police programs. However, the frequency of such promotion often depends on the newsworthiness of the programs concerned.

Current budget allocations will not permit expansion of media coverage. Consequently, the Police Department has placed emphasis on direct promotion in shopping malls and schools. The Department is continually reviewing new avenues for information dissemination and education.

LAW ENFORCEMENT

Recommendation 1

Elected representatives at all levels of government set realistic and enforceable statutes and bylaws, and ensure that regulating bodies are given adequate support to administer these laws consistently.

In making this recommendation, we recognize that its implementation will result in added cost to citizens. However, the resulting harmonious relationship between the public and law enforcement agencies will be an acceptable compensating factor.

Comments

Legislators at all levels attempt to present realistic and enforceable legislation. The inclusion of elected officials on boards which oversee operations, and on boards of enforcement agencies, ensures that the concerns of the public and of administrators are balanced to meet the best interests of all.

These elected officials are also responsible for striking a balance between services required and funds expended. They are accountable to the electors, this being the ultimate assurance that citizens receive the services they desire.

LAW ENFORCEMENT

Recommendation 2

Government should provide financial and moral support to regulating bodies, with provision for adequate court facilities and staff to operate them to ensure effective enforcement of laws.

Comments

In 1980, the Provincial Government changed the formula used to calculate the Law Enforcement Grant to municipalities. The grant is now calculated on an $18 per capita basis. This represents 20 per cent of the total police budget.

The Provincial Government is responsible for the operation of the court system. Court operations are constantly under review to ensure that the judicial process is carried out efficiently and effectively. The Provincial Court system was recently reorganized as a result of the report by the Kirby Commission. As well, Project Omega became effective on July 1, 1978. This removed traffic laws from the list of criminal offences. The intent was to achieve a more efficient method of dealing with traffic charges.

A new Provincial Law Courts Building has been completed since this recommendation was made; construction is under way on an addition.

LAW ENFORCEMENT

Recommendation 3

A legislative and bylaw review board be established and given authority to advise discontinuance of outdated, unimplementable and unenforceable laws and bylaws.

Comments

Council approved a policy on bylaw consolidation several years ago. At that time, bylaws were reviewed and 63 of them were consolidated into 13. Approvals have since been received from Council for the consolidation of several other bylaws.

Consolidation is an ongoing process between the City Clerk's Department and the City's Law Department. It is not felt necessary to establish another bylaw review board.

LAW ENFORCEMENT

Recommendation 4

A separate tribunal be established to deal with matters relating to municipal laws.

Comments

A study of this proposal was made by the City's Law Department. Results show that a separate court system would be of little advantage to the City. It would be costly and ineffective. Also, the City does not have authority to prosecute; the Provincial and Federal governments do. At one time there was a city bylaw court. It was disbanded in 1966 because it was ineffective.

LAW ENFORCEMENT

Recommendation 5

Penalties suit the crime, and be innovative in an attempt to deter the criminal. Examples of penalties include compensation through community service, defensive driving courses, publication of the names of law breakers, restrictions on driving licences, Fine Option Program.

Comments

Council supports the intent of this recommendation. However, the Provincial and Federal governments are responsible for the sentencing of criminals. The City does not have this authority.

The Alberta Urban Municipalities Association (AUMA), of which Edmonton is a member, adopted a resolution requesting the Alberta Attorney General to carry out a review of all penalty provisions in provincial statutes. The resolution prescribed penalties of at least $5,000 for contravention of any statutory provisions which endanger the lives of residents of an urban municipality. The Provincial Government responded as follows:

"The Government is now making a thorough investigation of the penalties prescribed for various offences under provincial statutes. The use of "specified" penalties, as well as of minimum and maximum penalties, is being reviewed in order to pursue the development of a rational and consistent approach. Among a variety of considerations, the question of the extent to which a particular offence may endanger the safety of others is of fairly prominent importance. It is anticipated that this investigation may involve formal discussion with other departments in government and will acquire an ongoing nature. Though I cannot specifically comment on the proposed maximum penalty of $5,000, the representation made by the AUMA is important in the content of this review."

In addition, the AUMA asked the Government of Alberta to request that the Government of Canada amend the Juvenile Delinquents Act to provide for:

1. imposition of heavier fines;

2. incorporation into sentences imposed by the courts that financial restitution be made by the juvenile offender, or by the parent or guardian of the juvenile where appropriate;

3. incorporation into sentences imposed by the courts that offenders be required to perform public service in restitution; and

4. release by the courts of the names of juveniles convicted of acts of vandalism.

The Provincial Government responded as follows:

> "The recent tabling of the Federal Young Offenders Act is in direct response to a large number of concerns regarding the Juvenile Delinquents Act, including those expressed by the AUMA in this resolution. The Bill is also undergoing a thorough examination by members of the Attorney General's Department and of the Department of Social Services and Community Health in order that we might properly respond to it and prepare for its implementation upon passage through parliament ... the proposed Young Offenders Act appears to respond rather well to this resolution, although it may not totally agree with one or two of the specific items. Should the AUMA wish to make further representations on this subject, we would be pleased to receive them. Any such representation will be considered during our review of the Young Offenders Act."

LAW ENFORCEMENT

Recommendation 6

Parents be financially and morally responsible for the behaviour of their children.

A number of participants suggested that a law be passed to enforce this. However, the task force feels there are problems with this idea and suggest further exploration into its impact and practicality.

Comments

The City supports the intent of this recommendation. However, the Provincial and Federal governments have jurisdiction in this area. The current philosophy of the judicial system appears to be one of reluctance to make a second party responsible for wilful actions undertaken by another party. The new federal Young Offenders Act is intended to replace the Juvenile Delinquents Act and has received second reading in Parliament. The Young Offenders Act contains provisions for offenders to make restitution. The guiding principle of the Act is that:

> "Young persons who commit offences should bear responsibility for their contraventions."

Thus, parents will not be deemed responsible for their children's offences.

However, parents and guardians may be held respnsible where it can be proven that they have been negligent, or have aided the youth in committing a crime.

The provincial School Act has a provision in it which makes parents responsible for vandalism to school property committed by their child. School officials have told a provincial committee on youth crime that they feel quite strongly about retaining the provision for parential responsibility in the Act because it has importance in compensation for damages cases.

In 1979, The Alberta Urban Municipalities Association, of which Edmonton is a member, passed a resolution requesting the Provincial Government to consider:

1. passing legislation making parents responsible as a means to curb the increasing occurrence of criminal acts and vandalism by juveniles; and

2. encouraging or directing the judiciary to require that offenders make restitution to victims of criminal acts and vandalism, similar to the provisions of the School Act.

The Provincial Government responded as follows:

"There is legislation in place for parental responsibility in Section 22 of the Juvenile Delinquents Act and Section 167 of The School Act.

And

The Government of Canada is contemplating new legislation in 1980 for juvenile offenders (Young Offenders Act) that would clarify the jurisdiction of the Province in the matters of restitution and parental responsibility.

With regard to the second portion of the resolution, the Government does not deem it proper for it to encourage or direct the judiciary in the type of judgments or verdicts they should give. However, the Attorney General's Department will look into the feasibility of instructing its Crown agents to ask for restitution in the relevant cases.

In Section 653 of the Criminal Code ... it is the person aggrieved who should send a representative to the court to make application."

Council has adopted some recommendations from the report on "Improving Family Services in the City of Edmonton", and has referred the following recommendations to the Edmonton Public and Separate School boards for their information.

1. Family life education be emphasized in elementary and secondary education including:

   - an increased emphasis on practical courses relating to child rearing, child care, marriage, parenting, budget management, stress, alcohol, drug use and abuse, social diseases, and laws on assault;

   - the development of innovative and creative programs to reduce delinquency;

   - an increased focus on family counselling in schools, particularly for families with misbehaving children and youths; and

   - more involvement by parents in the schooling process, and regular feedback to parents on behavioural problems evidenced by their children.

2. Family life education teachers and all teachers in contact with children with special needs to be specifically trained including:

- the assignment of teachers with specific post-secondary degrees in family life education to family life courses; and

- the upgrading of teachers and counsellors in the early detection and referral on treatment of children with learning disabilities, of delinquency-prone children, of potential alcohol and drug abuses, and of children with suicidal symptoms.

In addition, Council has referred the following recommendation to the United Way for its information:

> "That City Council communicate to the Chairman and Board of Directors, the United Way of Edmonton and area, recommending that both profit and non-profit voluntary, community, religious and related private organizations undertake the specific development of preventive programs and actions designed to, in the long term, reduce the need for treatment services and facilitate individual and family well-being; and requesting a formal reply to City Council."

As well, Council has referred the following recommendations to the Office of the Mayor:

"That the Mayor meet with representatives of the media to develop an advertising campaign, emphasizing in positive terms the role of the family in our community, as a public service to the citizens of Edmonton."

"That the Mayor meet with representatives of service clubs to ask for their financial and community support to publish a booklet of services for the family in co-operation with AID Services of Edmonton, to be made available to the citizens of Edmonton."

SECURITY, POLICING AND BYLAW ENFORCEMENT

LAW ENFORCEMENT

Recommendation 7

Innovative deterrents be provided to ensure responsibility of absentee landlords. Higher taxes and fines, daily assessment after two notices; expropriation of property for non-compliance after a reasonable time period are some examples.

Comments

Provisions in The Municipal Government Act give municipalities the authority to require adherence to certain standards regarding the maintenance of premises. The City enforces these standards.

Section 157 of The Municipal Government Act authorizes the City to pass bylaws preventing and compelling the abatement of nuisances and regulating untidy and unsightly premises. Section 239 authorizes Council to pass bylaws establishing minimum standards for property. Similarly, The Alberta Building Code, 1981, which has been adopted as a regulation under The Alberta Uniform Building Standards Act, sets standards for buildings in Alberta. The Weed Act, 1979, provides a mechanism for enforcing weed control, and Sections 158 and 159 of The Municipal Government Act provide for the demolition or boarding and securing of unsafe, dilapidated or unsightly buildings. In addition, fire and health standards are set by provincial regulations and municipal bylaws.

These enactments provide for the charging of enforcement costs to the owner, whether as a debt or as taxes placed on the particular property.

However, The Municipal Taxation Act does not allow the City to use its assessment and taxation powers to enforce standards. The City cannot discriminate between absentee landlords and others when imposing standards. Enforcement measures are related to the offence and not to the status of the offender. Also, laws governing expropriation do not permit expropriation for non-compliance with established standards.

The City submitted this recommendation to Alberta's Minister of Municipal Affairs for his consideration. His response included the following observations:

> "One suggestion made relates to higher levels of taxation. This approach would likely be unworkable. As you are well aware, our property tax system is based on the valuation of property as the assessor finds it. To impose some additional tax on certain properties would not only be discriminatory and for that reason may well fail in a court test, but I am sure it would be an administrative nightmare as well. The most practical way to ensure adequate maintenance of rental properties is through existing maintenance and occupancy bylaws, public health

inspections, etc. I realize that Edmonton has such measures in place and I understand the City has had some success in bringing about improvements to some run-down rental properties that, no doubt, are the homes with which the conference delegates are concerned.

Stiffer penalties for non-compliance with a City order may help and I note that is one measure mentioned by the Conference delegates. Expropriation is also mentioned; however, I think that is a very drastic action and, in any event, is probably beyond current legislation.

In summary, I am of the view that we should work within current legislation to achieve the end of ensuring that rental housing is kept at adequate standards of maintenance. I appreciate the difficulty in administering a program of that kind and if City Council believes the existing legislation needs strengthening, I would invite its recommendations in that regard."

The City has established a minimum standards bylaw. However, property owners must be given at least three months notice requiring them to make repairs under such a bylaw. Council has directed that a resolution be presented to the Alberta Urban Municipalities Association requesting a change to The Municipal Government Act which would reduce the notice to two months.

This resolution will be presented to the Alberta Urban Municipalities Association convention to be held in the fall of 1982.

SECURITY, POLICING AND BYLAW ENFORCEMENT

LAW ENFORCEMENT

Recommendation 8

A program be instituted for vehicle inspection.

Comments

The Police Department has a vehicle inspection program which is operated in conjunction with general law enforcement. Vehicle owners who have been issued vehicle inspection tags are required to make the appropriate repairs.

The Provincial Government undertook a vehicle inspection program during the early 1970s. This program was discontinued because of high costs.

Council advised Alberta's Minister of Transportation of the community's concern on this matter. In his response, the Minister noted that he was interested and pleased to note the Conference's concern with motor vehicle safety and maintenance. He commented:

> "In regards to instituting vehicle inspection programs, the Transportation Safety Branch already has two such programs in existence.

The Province of Alberta has approximately 4,300 vehicles which transport students to and from school. The vehicles range in size and configuration from large 66-passenger units to station wagons, multi-purpose passenger vehicles, and passenger cars.

The School Bus Safety Regulation (Alta. Reg. 325/79) under The Highway Traffic Act, 1975, requires every motor vehicle which transports pupils to and from a school, a private school, or an early childhood services program, to be inspected and tested semi-annually. These inspections are conducted at inspection stations by school bus inspection mechanics, in accordance with the requirements set forth in The School Bus Safety Regulation (S.B.S.R.).

In order to ensure the inspection stations and mechanics are capable of providing and maintaining the desired quality of workmanship, and that the buses are submitted for the inspections at the correct intervals, the Transportation Safety Branch established a province-wide monitoring program which consists of 10 professional mechanics continually performing random monitoring inspections.

The second vehicle inspection program is directed at Alberta's 1,700 commercial buses. The Commercial Bus Safety Order (Alta. Reg. 454/78) in a regulation under

The Motor Transport Act and jointly administered by the Alberta Transport Branch and the Transportation Safety Branch. This inspection program is set up substantially the same as The School Bus Program. However, in addition to the bi-annual mechanical inspections, owners of commercial buses of the motorcoach type are required to have their bus visually inspected every 15,000 km by a licensed mechanic and maintain the records of those inspections. In some situations the Motor Transport Board permits a different interval than 15,000 km for visual inspections if the in-house maintenance program is deemed acceptable.

The Department of Transportation has not stopped with these two inspection programs. The Transportation Safety Branch is continually monitoring the condition of commercial trucks, and working with the Motor Transport Board through their control of operating permits, can apply significant pressure on specific companies to upgrade their maintenance programs where necessary. Evidence of the success of this approach can be seen in the ten year accident free record of triple trailer operations between Calgary and Edmonton.

The Transportation Safety Branch is in the process of developing procedures for inspection and maintenance of commercial carriers of hazardous products. We are also working with the Canadian Conference of Motor Transport

Administrators in developing maintenance and inspection reciprocity agreements.

My Department of Transportation has not confined its activities to inspection and maintenance programs. The Government has recently passed amendments to The Highway Traffic Act, 1975, which requires the vehicle owner to become responsible for the maintenance, upkeep and repair of many of the vehicle safety systems required by the Canada Motor Vehicle Safety Act.

The Safety Branch is also soliciting comments from all enforcement agencies in the province on the consistency, severity and application of specified penalties.

We have some indication that the actual cost of enforcing specific sections of The Highway Traffic Act are greater than the specified penalty. In this regard, we are also reviewing legislation which will permit the appointment of special constables with the power to enforce specific provisions of The Highway Traffic Act as well as municipal bylaws. The idea for this program is to permit the special constables to issue summonses for obvious vehicle equipment infractions such as broken or missing head lamps, raised rear bumpers, etc.

> On this final point, would you please communicate to the Mayor's Office and the City Council my desire for input from the Edmonton Police Department on the consistency, severity and application of specified penalties; and also their views on utilizing special officers to enforce specific sections of The Highway Traffic Act, 1975.
>
> My Department is constantly working on methods to increase public safety on Alberta's highways, and I shall be interested in learning of any initiatives which the City of Edmonton considers improvements to the present system."

In 1980, the Annual Conference of the Alberta Urban Municipalities Association endorsed a resolution from the City requesting the Provincial Government to institute an annual, compulsory, province-wide, vehicle testing program which emphasized the need for all vehicles to meet satisfactory limits of noise and air pollution, as well as normal requirements as to mechanical condition. The Provincial Government responded as follows:

> "The Government is presently studying the question of compulsory vehicle inspection and no decisions have been reached on such a program.
>
> The study is intended to review the various types of programs that may be feasible (regular periodic inspection,

random inspection, inspections on re-sale, limited classes of vehicles, etc.), the success of such programs in other jurisdictions, and the safety and economic costs and benefits of vehicle testing. The study is being carried out in conjunction with the Canadian Council of Motor Transport Administrators and the American Association of Motor Vehicle Administrators to ensure that experience from all jurisdictions can be utilized.

The matters of air and noise pollution will be considered in addition to mechanical condition. At present there are a number of technical problems to overcome, particularly with noise pollution. As noise level relates to more than just engine noise, a satisfactory testing, monitoring and enforcement procedure must be developed. Research will be undertaken to determine how this may be accomplished."

LAW ENFORCEMENT

Recommendation 9

A program of citizen participation in neighbourhood vigilance be instituted and a "hot line" number be established to report violations in progress.

Comments

The present program of citizen participation in neighbourhood vigilance is based on the 8,800 members of the Block Parent Association, and the 300 members of the Community Police Radio Network (CB Radio Clubs). The latter provides quick response to City Police.

Nevertheless, the Program Identification Project of the Federation of Community Leagues indicated there is need for better response from the community. It appears that more than one community-based program cannot be sustained successfully at one time. The need is not for new programs, of which there are several, but for development of current projects involving volunteer assistance by citizens.

The City operates a telephone emergency number (911) system which offers speedy responses to emergency situations, including

crimes in progress. This is funded by the City. In 1980, a total of 179,714 calls was received on the 911 emergency system, of which 94,383 were directed to police. The Police Department's information telephone number has been changed to 423-4567 for easy recall by citizens. The use of these two numbers is expected to increase as they become more familiar.

LAW ENFORCEMENT

Recommendation 10

A person be appointed (maybe a municipal ombudsman) to assist people who have to appear in law courts, to ensure that the individual understands the court procedures.

Comments

The court system is under the jurisdiction of the Provincial and Federal governments. Under existing law, those without financial resources to employ legal counsel may apply for legal aid. It is the practice of the court system to advise those in legal jeopardy to obtain proper counsel through legal aid.

In Alberta, an ombudsman is non-partisan, impartial, and independent of government. An ombudsman's duty is to investigate specific complaints from the public concerning alleged injustices arising from administrative actions or omissions of government. While an ombudsman has the power to investigate, comment, criticize and make findings known to the Alberta Legislature, the ombudsman does not have power to alter or reverse decisions.

SECURE ENVIRONMENT

Recommendation 1

An information centre be established to convey the facts required to have responsible people.

Comments

The Police Department is an information centre where facts on safety and security may be obtained. Police programs cover a broad range of public concerns, developed because of public needs. The Department has a public information officer on staff who co-ordinates police information programs.

The Citizen Action Centre, established by the City, answers routine questions and provides callers with the telephone numbers of specific departments to contact for other problems and questions.

SECURITY, POLICING AND BYLAW ENFORCEMENT

SECURE ENVIRONMENT

Recommendation 2

Programs or courses be developed at all levels of education on the value of a pollution and garbage-free environment.

Comments

Study of the environment is an integral part of current school curricula. In Edmonton, the Public School Board has developed courses which emphasize the importance of a respectful and responsible attitude toward the environment. These courses are given in Grades IV through VIII. The main objective is to instil in young people a concern for the environment and a sensitivity to the ways in which they may contribute to its protection.

Because of the intergovernmental aspect of this recommendation, the City asked Alberta's Minister of Education to comment. The Minister said the recommendation "is a very worthy one in view of public concern for competent stewardship of our environment and resources." He added:

"Please indicate to City Council that environmentally sensitive concepts dealing with such topics as pollution and waste are presently integrated into existing curricula. This is particularly so in our science and social studies programs, where a strong emphasis on the environment and resource use has been built into both programs. Our position has been to treat environmental studies through an interdisciplinary approach rather than as a special course or program. This would allow for a study of environmental issues from a number of perspectives -- cultural, economic, scientific and so on."

The City's Water and Sanitation Department conducts free tours for school and community groups of water and waste water treatment plants. The Department also has brochures on water and waste water treatment which are available at no charge. Visits to a transfer station will be added to the tours if sufficient interest is shown.

SECURITY, POLICING AND BYLAW ENFORCEMENT

SECURE ENVIRONMENT

Recommendation 3

More recycling plants be provided with continuing publicity on their location and that more gimmicky garbage cans be provided in public places.

Comments

This recommendation has been referred to the Clean Edmonton Committee, an organization whose members include Boy Scouts, Chamber of Commerce, School Boards, Fastfood Association, 4x4 Association, Intervarsity Christian Association, Miles for Millions, and the departments of Engineering, Parks and Recreation, Edmonton Telephones, Transit, and Water and Sanitation. The committee's mandate is to investigate and make recommendations on all community concerns for a clean environment, and to aid in the development of related programs.

The City has increased the number of litter baskets placed in commercial areas to encourage tidiness, and co-sponsors many community clean-up campaigns.

The Water and Sanitation Department feels that gimmicky garbage cans would be of use only in areas where small children play. The "fun" aspects of such containers would appeal only to this group.

The City is a participant in the Provincial Government's study of industrial waste disposal. Identification and separation of industrial wastes at landfill sites may be necessary in the future, depending on ensuing provincial legislation. Gas and leachate produced at landfill sites are being monitored.

The following observations about recycling should also be considered:

- In a 1978 study, partially funded by Alberta Environment, ferrous metal from mixed solid waste was offered for sale. No scrap metal dealers or processors appeared interested in the material. The sale price was estimated to be $10 to $30 per ton. The cost of removal was estimated at $73 per ton.

- Large quantities of glass are presently available due to Alberta's beverage container refund program. Markets for recovered glass are obviously saturated as large loads of bottles are brought to the City's landfill for disposal.

- The only local market for newsprint and other low-quality waste paper is in the construction industry for production of insulation, shingles, and building paper (wallboard). Collection programs run by charitable groups are supplying this market. Supply exceeds demand currently because of a slowdown in residential construction. A market for cardboard exists, but quality standards are very high as a minimal amount of contamination can be tolerated. Meeting such stringent requirements is difficult, inefficient, and costly.

Across Canada, methane gas recovery is being considered because of escalating gas prices. Relatively low gas prices in Alberta make this process economically inefficient at present. However, the City is monitoring the process for future consideration. At present, the City has a pilot methane recovery program in operation at Rundle Park, formerly the Beverly landfill. The gas is being collected in several wells, then flared. The City is monitoring the quantity and quality of the gas to see if it would offer an efficient way to heat one of the buildings in the park.

SECURITY, POLICING
AND BYLAW ENFORCEMENT

SECURE ENVIRONMENT

Recommendation 4

Financial and other incentives be given to charitable, educational and business organizations to clean up the city.

Comments

The City co-ordinates funds for the Clean Edmonton Committee. It also provides funds for its promotion.

The City is trying to develop civic pride through "clean city campaigns" organized by community leagues and schools. The City will consider funding programs initiated by the School Boards, to clean up school years. This plan is also available to managers of small shopping centres to clean up their areas.

SECURITY, POLICING AND BYLAW ENFORCEMENT

SECURE ENVIRONMENT

Recommendation 5

A newspaper column be created giving current information on the quality of the environment.

Comments

The daily air pollution index is now published in Edmonton newspapers. Features stories on the "litter count" were published during the summer by the Edmonton Journal.

The media are interested in environmental concerns and provide appropriate support. However, they are reluctant to publish a regular colmun unless it is either "hard news" or of interest to the majority of their readers.

SECURITY, POLICING AND BYLAW ENFORCEMENT

SECURE ENVIRONMENT

Recommendation 6

Planners consider safety and security in the design of neighbourhoods.

Comments

The new General Municipal Plan deals specifically with safety and security, including making optimal use of sites for privacy, open space, security, and aesthetic design. The Plan also states that senior citizen housing sites should provide for a safe social and physical environment. These sites should be in low crime rate areas easily surveyed by passing pedestrians.

The Plan seeks to reduce traffic in inner-city neighbourhoods. In addition, it recommends that family housing should not be located in areas with high traffic congestion, or where pedestrian activities will conflict with vehicular traffic.

The Police Department is always ready to work with community groups interested in improving conditions in their neighbourhoods and to make them safe.

The Police Department also reviews most major City projects and comments on the impact they will have on police service. The Department suggests that the defensible space concept be implemented in multiple-family, high-density housing developments, i.e. this concept prescribes the elimination of conditions conducive to crime, such as dark laneways. The Department is hopeful that the concept will be incorporated in the architectural plans for all new high-density housing developments.

In 1978, the Alberta Urban Municipalities Association passed a resolution which attempted to alleviate the situation on building safety. The resolution requested the Provincial Government to amend the Alberta Uniform Building Standards Act in such a way that a permit authorizing the occupancy of a building could be withheld prior to compliance with all the applicable conditions of the permit authorizing development of the building, or of a bylaw or act. The resolution included these observations:

- it is commonplace that an application for an occupancy permit is made to the Chief Building Inspector prior to completion of the development, especially the completion of fencing and landscaping;

- the Chief Building Inspector cannot withhold an occupancy permit if the structure conforms with all National Building Code of Canada standards, and is otherwise safe to occupy;

- the municipal planning authority loses any effective and expeditious method of compelling compliance within a reasonable time, with all conditions of a development permit, if an occupancy permit has been issued and tenants have moved in.

- the enforcement impediment is causing the quality of development completion to suffer, with detrimental effects to the urban environment.

The Provincial Government responded to the resolution as follows:

"The objective of the building standards legislation and regulations is with general safety related to the use and occupancy of buildings. The attainment of building standards is assured during the design and construction of buildings and the occupancy permit is contingent upon achieving the safety levels provided by these building standards.

Site development, such as landscaping and fencing relates to general safety only when it presents a hazard to the buildings and their occupants which is a very infrequent occurrence. It is, therefore, inappropriate to withhold an occupancy permit, the focus of which is general safety, to enforce provisions which do not relate to general safety as identified by virtue of the Alberta Uniform Building Standards Act."

Citizen Participation in the

Decision-Making Process

CITIZEN INPUT AND PARTICIPATION

Recommendation 1

The City of Edmonton create the position of a Planning Information Officer (e.g. Central Information and Research Centre) who would:

a) be responsible to City Council and not the administration;

b) have access to all planners and planning files;

c) communicate and interpret frankly and in lay language all municipal planning information to interested community groups;

d) act as an information ombudsman.

Comments

All City employees are accountable to Council for implementing its approved policies and programs.

The Planning Department has an information officer who answers citizens' requests and develops programs to improve communication between the Department and the public. For example, the information officer works with the Action Centre to ensure that questions and complaints are handled promptly. The information officer was also a member of the Access to Information Committee

which recommended ways for the public to gain access to departmental files (see Recommendation 4 under Communication in the section of this report titled Land Use and Design).

The Planning Department published advertisements and summaries, and held public meetings, to explain to the public the new General Municipal Plan and the Downtown Plan.

CITIZEN PARTICIPATION IN THE DECISION-MAKING PROCESS

CITIZEN INPUT AND PARTICIPATION

Recommendation 2

At the community level, there be a representative or liaison between the community and the Planning Information Officer (Central Information and Research Centre). This person would receive and supply, on a regular basis, all pertinent information dealing with his/her area.

Comments

Council and the Administration are currently reviewing proposals concerning citizen participation in planning for community services. These are outlined in the preamble to this report.

CITIZEN INPUT AND PARTICIPATION

Recommendation 3

The City adopt a policy to ensure that citizens are respected in the decision-making process. This would ensure that a community has the right to either accept or reject new proposals, zoning, etc., in time to act upon them.

Comments

Included in the statements recommended by the Commission Board for the implementation of citizen participation policy, are comments designed to ensure recongition is given to this dialogue. It recommends Council adopt a policy which states:

> "Public groups and organizations will be recognized by City Council to probide the opportunity for a continuing condition of responsiveness and accountablility between representatives and those they represent in the formulation and the development of policy."

Council policy now is to inform community leagues of proposals which affect their areas, including proposals for rezoning and major development.

For the future, council and the Administration have reviewed other possible avenues for citizen participation. These are outlined in the preamble to this report.

CITIZEN INPUT AND PARTICIPATION

Recommendation 4

Community organizations be responsible to survey and identify the needs and priorities within a neighbourhood. An example could be community organizations made up of rotating citizen representatives from all community groups. These representatives could be given seats on administration boards and committees that deal with matters affecting that community, thus giving greater or equal significance to community input in planning.

Comments

Council and the Administration are currently reviewing proposals concerning citizen participation. These are outlined in the preamble to this report. Also, reviews have been made of surveys undertaken previously on citizens' needs, priorities, and public opinion of municipal services (see Recommendation 2 under Communication in the section of this reoprt titled Land Use and Design).

Community representation on municipal boards and committees is defined in the terms of reference of each board and committee. Communities which may be affected by a particular issue are usually represented on any special purpose (ad hoc) committee established to deal with the matter. Council appoints community representatives after reviewing applicants who are recommended by the Legislative Committee.

CITIZEN INPUT AND PARTICIPATION

Recommendation 5

All boundaries for various services coincide (e.g., police, wards, health services, recreational services) and that these boundaries be developed with citizen input.

Comments

The boundaries for each service were established using different criteria. Some boundaries, such as those of electoral wards which are based on population, change frequently. Therefore it seems unlikely that all boundaries can be made to coincide.

However, the boundaries of the six largest sectors of the Human Services Delivery System are very similar to ward boundaries. The major differences occur in the central area of the city. The District Plan boundaries proposed in the 1980 General Municipal Plan are the same as those for human services.

If Council establishes ward offices and locates them in the same facilities as human services, all boundaries should then be reviewed to determine if planning, human services, and the wards should have the same boundaries.

ACCOUNTABILITY OF ALDERMEN

Recommendation 1

The ward system be revised so as to consist of smaller wards made up of related clusters of neighbourhoods without division by major physical barriers.

Comments

The Task Force on City Government in its final report in 1980 recommended that the ward system be changed from four wards to six, with two aldermen elected in each ward. The Task Force, in support of its recommendation, stated that:

1. If Council establishes an Action Centre, appoints a Community Development Office, encourages the formation of Citizen Community Councils, and provides aldermen with the resources they need to meet their responsibilities to constituents, there is no reason to increase the present size of Council. The Task Force has found no evidence to show that there is an ideal ratio bewteen population and the size and number of elected representatives. Effective representation depends more on the existence of adequate institutional arrangements linking representatives and constituents.

2. To increase the size of Council is only likely to lengthen Council meetings and to reduce Council's capacity to take effective action on planning and policy matters.

3. Flexibility must be maintained to accommodate representation from areas that may be annexed to the City in the near future.

The ward system was revised for the 1980 municipal election. Six wards each with two aldermen replaced the previous four wards each with three aldermen.

The Task Force also recommended that Council adopt an electoral system combining district and at-large representation, i.e., Council be composed of 12 aldermen, six from the wards and six at-large.

Council deferred its decision on this and other recommendations concerning the electoral system until after a Provincial Government decision on the City's annexation proposal. Annexation was subsequently approved by the Province.

In June 1981, a plebiscite was held on: a) Construction of a new city hall, and b) revisions to the ward system. Concerning the ward system, three options were presented: the existing system of six wards, an at-large system, and a system of smaller wards.

The option of a combined at-large and ward system was not included. The majority voted to retain the existing six-ward system.

Subsequently, Council changed ward boundaries to incorporate the newly annexed areas. However, these are defined as "interim wards" and will be changed before the next municipal election. A proposal which recommends the ward system be changed to eight wards each with two aldermen was tabled until after completion of the 1982 census.

ACCOUNTABILITY OF ALDERMEN

Recommendation 2

Aldermen reside in the area they represent; e.g., aldermen representing a far northern ward should reside in that northern area. This would better ensure that the needs and requirements of the residents are carried out.

Comments

The Task Force on City Government in its final report in 1980 recommended that election ballots show whether ward candidates are residents or non-residents of the wards in which they are running. The Task Force, in support of its recommendation, stated that:

1. Electors should have greater opportunity to select their representatives from the total city pool of available candidates, and not be restricted to those resident in their wards.

2. If individuals feel they have special interests in particular wards, they should not be prevented from offering themselves as candidates because of their residence location.

3. Occasions will arise when certain wards will be particularly well endowed with good candidates while others have none. This could be detrimental to Council's effectiveness.

4. For electors to whom residency is an important factor in representation, this recommendation allows them to vote for a resident candidate.

A review of the electoral system by Council is expected in the near future.

CITIZEN PARTICIPATION IN THE DECISION-MAKING PROCESS

ACCOUNTABILITY OF ALDERMEN

Recommendation 3

Aldermen take a more active role in community affairs and meet regularly with the constituents.

Comments

The Task Force on City Government in its final report in 1980 observed that, for a representative form of democratic government to be responsive, indstitutional arrangements must exist which provide the opportunity for interaction in decision-making processes bewteen elected representatives and their constituents. The Task Force also observed that representation exists only when there is a continuing state of responsiveness between representatives and those they represent. This requires institutional arrangements which enable constituents to initiate action, and which oblige representatives to respond to such action.

The Task Force identified three separate but interrelated concerns:

1. Several avenues exist for citizen involvement in civic affairs, e.g. statutory hearings, Council delegations, plebiscites, independent enquiries sponsored by the Mayor and Council. However, there are no formal institutional

arrangements to encourage a continuous process of informed interaction between citizens and elected representatives.

2. Citizens are not hesitant in using existing avenues to initiate action. However, this action tends to be sporadic, reactive, and a form of confrontation. Often, it prevents rather than helps Council take action on policy and planning matters.

3. Several channels are in place to inform citizens about Council decisions. However, institutional arrangements are lacking which enable elected officials to explain the reasons for decisions directly to constituents, or which enable citizens to obtain such information when they wish it.

Other concerns regarding citizen participation are outlined in the preamble to this report.

ACCOUNTABILITY OF ALDERMEN

Recommendation 4

City Council be the policy makers.

Comments

In September 1980, Council took several actions to reinforce its statutory position as the City's supreme legislative body.

First, Council strengthened the Legislative Committee by giving it the following general mandate and terms of reference:

1. The Legislative Committee shall report to Council on matters connected with the duties imposed on it as often as in the opinion of the Committee the interests of the City may require, and shall report to Council whenever specifically directed to do so by Council; the Legislative Committee to recommend action by Council to the degree it deems necessary.

2. The Board of Commissioners will act in an advisory and consultative role to the Legislative Committee in the formation and development of policy, and the Committee will report directly to the Council.

3. The Legislative Committee has the responsibility to make studies and recommendations designed to promote, improve, and expedite the business of the Council and the various committees thereof and to prepare amendments to existing procedural rules necessary to accomplish such purposes.

4. The Legislative Committee shall serve as Council's principal instrument for promoting, improving and expediting a co-ordinated approach to policy development. It shall undertake studies and prepare recommendations consistent with this function. In this regard, the Committee shall be responsible for developing a proposed policy program for Council's ratification and act as the co-ordinating body for Council's other standing committees regarding policy.

5. The Legislative Committee shall have the responsibility to review the status of provincial and federal policies in respect to the implementation of Council's policies, and to recommend action to the Council to serve its policy goals and objectives.

6. The Legislative Committee shall have the responsibility to render such reports as may be required to keep Council informed concerning appropriate recommendations and implementation of policy positions with respect to proposed provincial and federal legislation.

7. The Legislative Committee shall have the responsibility to recommend amendments to, and/or proposals for specific provincial and federal legislation with respect to the Council's policy program.

In addition, Council directed the Chief Commissioner to report on the terms of reference, resources, and operational requirements of the Corporate Policy Planning Office to ensure that it is able to fulfil its principal duties and purposes. This report, to be submitted to Council shortly, will be used to improve the policy-making process and develop policy options, to determine impact on assessment, and to plan for anticipated requirements.

The Chief Commissioner was also directed to report on the terms of reference, resources, and operational requirements of the Intergovernmental Office to ensure that it is able to fulfil its principal duties and purposes. This report has been submitted to the Legislative Committee. Its primary objective is to assist Council in its dealings with other levels of government, particularly when planning, developing, and implementing policies which affect the City.

Council directed the Administration to give priority to producing a complete record of Council policies, and to devising a system for revising this record as new policies are approved and others are amended or repealed.

Council will shortly consider a bylaw which establishes the Commission Board as advisors to Council on the planning, development, and implementation of policies. The Commission Board is currently developing a framework for fiscal policy which will enable Council to control public expenditures on the basis of clearly defined priorities.

The purpose of these actions is to strengthen Council's position as the supreme policy-making body. The intent is to establish procedures by which elected officials may make policy decisions based on acknowledged priorities, rather than on their reaction to circumstances.

So that Council may take full advantage of the Commission Board's expertise on policy matters, Council decided in June 1981 to adopt the following recommendation: "That the Council and the Commission Board meet each Wednesday afternoon at 3:30 p.m. starting in September 1981."

Also, on August 12, 1981, Council gave final reading to a revised Procedural Bylaw designed to expedite Council meetings, and to improve the operations of Council's standing committees. The bylaw is expected to improve the efficiency of Council meetings, and permit more time for the deliberation of major policy issues.

ACCOUNTABILITY OF ALDERMEN

Recommendation 5

City Council members be responsible for and to the citizens for the formation of all policies and city administration should be responsible for the implementation of these policies.

Comments

Council is Edmonton's supreme administrative body. Because of legislative powers given to municipal councils by the Provincial Government, Council is also the City's supreme law-making body. Council's policy decisions and bylaws are as binding, within municipal territorial limits, as an Act of Parliament. In short, it has substantial legislative responsibilities.

To carry out these responsibilities, and to effectively plan, develop, and implement policies, Council may make changes in its decision-making process. It is true that this can lead to attitude changes among elected and staff officials. Also, as the functions of contemporary local government increase, new demands are placed on all officials. This has created a demand for individuals in local government who can handle both legislative and administrative duties.

Since the interim submission of the Neighbourhood Conference Report, Council, together with the Commission Board and the Mayor, has taken steps to alleviate these concerns and to achieve the following objectives:

1. to guarantee and enhance the Council's role as the City's supreme legislative body;

2. to confirm within and without City Hall that, in practice, policy decisions are the responsibilities of Council, not permanent officials who are servants of the corporation;

3. to establish within Council the mechanisms and procedures appropriate to the new legislative responsibilities and obligations of contemporary local government;

4. to facilitate the Commission Board's function as an advisor and consultant to Council regarding the executive and administrative implications of Council's policies and programs;

5. to ensure that administrative needs and interests do not inadvertently subordinate local and city-wide needs and interests;

6. to give formal recognition to the special functions of the Legislative Committee as Council's instrument for promoting, improving and expediting a co-ordinated approach to policy formulation and development;

7. to strengthen Council's principal instrument - the Legislative Committee - for co-ordinating and expediting Council's policy formulation and development process;

8. to ensure that those civic offices which have a principal function of policy issue identification and analysis are able to interact and communicate directly and regularly with the Commission Board, the Legislative Committee, and the Mayor;

9. to strengthen the Mayor's formal authority with Council to guide, and to provide a catalyst for Council's policy-making processes. This includes power to recommend to Council the composition of standing committees, and confirmation of the Mayor as the permanent chairman of the Legislative Committee;

10. to facilitate accountability between the Mayor and Council in policy implementation by confirming the Mayor as the permanent chairman of the Commission Board;

11. to ensure that the Corporate Policy Planning Office is able to perform its principal duties and functions as the Council's principal corporate policy planning advisor and consultant; and

12. to ensure that the Intergovernmental Office is able to fulfil its principal duties and purposes as Council's advisor and consultant in the effective conduct of all negotiations and discussions with other levels of government which have the purpose of securing and promoting Council's policies.

CITIZEN PARTICIPATION IN THE DECISION-MAKING PROCESS

ACCESS TO INFORMATION AND RESOURCES

Recommendation 1

A civic authority to be available at the community level for the exchange of information at public forums and central community information referral or ward offices.

Comments

A major reason for proposing the citizen participation programs currently under review is to establish organizations where citizens and their municipal governments may exchange information.

Administrative personnel participate in public meetings on issues of importance to the community and the general public. Departments which hold such meetings on an ongoing basis are Planning, Parks and Recreation, and Transportation Systems Design. The citizen participation program reviewed in the preamble to this report relates to this recommendation.

ACCESS TO INFORMATION AND RESOURCES

Recommendation 2

Educating the citizens on the topic of civic government process, and how to use it effectively for their benefit. This could be accomplished by one or a combination of the following ideas:

a) regular touring workshops, lectures, forums

b) direct mail enclosures with utility bills and tax notices

c) implementation of the topic of civic government into the school system for the benefit of our young citizens of the future.

Comments

The City is addressing this concern in several ways. The new citizen participation program will provide educational opportunities for citizens by involving them in decision-making processes.

Mail enclosures are now sent with assessment and tax notices to provide explanatory material. This is being reviewed for possible expansion.

Schools invite civic staff and elected officials to talk to school classes on specific topics.

The Public Relations Department is working with the school system to develop educational material about civic government.

Recently, an ad hoc committee chaired by the City's Community Co-ordinator reviewed existing material on civic government produced by the City. Committee members included representatives from the public, as well as from the civic administration, library, and educational fields. The committee's terms of reference were:

1. to review and examine the existing documentation produced by the City of Edmonton for informing citizens on civic government, and the services and programs provided by various civic departments and agencies;

2. to explore new ways of presenting information on civic government to the general public; and

3. to bring forward recommendations on the above for consideration by the Legislative Committee.

The report of the committee's findings is now with the Legislative Committee.

ACCESS TO INFORMATION AND RESOURCES

Recommendation 3

Information to be easily and directly accessible in lay language,

a) at City Hall after regular working hours;

b) at a central information repository such as branch and main libraries or City Archives.

Comments

An after-hours information centre in City Hall has not been established because of budget. However, Council documents and reports are available in the main Public Library, which is open after work.

Many information channels do exist. For example, the Citizen Action Centre, established in City Hall in 1980, provides information directly and by telephone to the public, and simplifies public access to departments which have information systems.

In September 1980, the City Clerk was directed to review and report on the City's methods of providing information to the public.

He was also asked to consider the value of establishing a small municipal library on the first floor of City Hall, adjacent to the Action Centre, where brochures, manuals and other documents would be displayed.

The City Clerk's report suggested that a municipal library would complement the Citizen Action Centre and the Government Information Service at the Public Library. Instead, it suggested a municipal library should concentrate on providing information about the City's structure, Council policies, municipal records and legislation. The report also suggested that such a municipal library be located on the main floor of City Hall, and organized so that visitors could browse through the documents. The report suggested that the library be under the City Clerk's Department, for these reasons: "The Office of the City Clerk or Municipal Secretary is a standard established office in all towns and cities, and as such is recognized as the 'heart' of the municipality where the public knows it can find accurate information on municipal matters. As the City Clerk is the 'servant' of City Council, it is also the public's direct line of communication with its elected body."

The City Clerk's report is being reviewed by the Economic Affairs Committee for budgetary considerations.

Also, Council directed the City Solicitor to report on various policies and regulations of Council and the Commission Board which deal with access to information.

At the same time, the Administration Committee, established by the Chief Commissioner, formulated a policy to define, regulate, and expedite public access to City information. This resulted in a revised Freedom of Access to Information Bylaw, and established administrative procedures to simplify public access to City information. The revised bylaw was adopted by City Council on February 10, 1982.

Meanwhile, the Public Relations Department has reorganized its operations in order to fulfil its fundamental objective: "To develop awareness, understanding and support for the civic government by providing citizens and employees with full, accurate and timely information about City plans, programs and activities."

The responsibilities of the Public Relations Department include these activities:

- co-ordination of all major civic news releases for the Mayor and Commissioners; Mayor's news conferences; civic response to emergency or adverse situations; background papers and briefing materials; statements and announcements;

- co-ordination of the expenditure of about $1.2 million on program information and advertising for all departments; responsibility for purchase and placement of all advertising.

- co-ordination of the production of publications, manuals, promotion and public awareness material, program material, advertising copy and art, radio/TV commercials.

- planning and implementation of most civic special events, such as architectural awards, the Clean Edmonton campaign, and the Canada Day ceremony.

- supplying full-time professional support to eight departments: Parks and Recreation, Real Estate and Housing, Planning, Personnel, Engineering, Water and Sanitation, Power, Edmonton Telephones.

ACCESS TO INFORMATION AND RESOURCES

Recommendation 4

The better utilization of the media, newsletters, and more effective community notification.

Comments

The Public Relations Department has been reorganized as a result of Council direction. Information officers have been assigned to major departments, and communications programs have been developed for all departments. The Department has also installed a teletype system to distribute news to all major Edmonton media. This ensures timely and effective communication with the principal sources of information for citizens.

A production services section has been established within the Department to ensure high standards for advertising, brochures, pamphlets, audio-visuals and other forms of communication. This section also co-ordinates the use of professionals from the private sector in developing communication programs.

The Department also provides professional consultation services to other City departments on citizens' concerns and reactions to proposed activities.

ACCESS TO INFORMATION AND RESOURCES

Recommendation 5

The publication of a list of aldermen and the respective committees on which they serve.

Comments

The City Clerk's Office has a municipal manual which contains lists of all committees and their members. The Office also maintains separate listings for each of these committees. Both the manual and the lists are regularly updated and are available to the public.

ACCESS TO INFORMATION AND RESOURCES

Recommendation 6

The distribution of Council minutes to any interested citizen.

Comments

Council minutes are available for review at the Government Information Division of the Public Library and at the City Clerk's Office during regular business hours. Copies are available from the City Clerk for 25 cents a page. Copies of Council agendas, including attachments, plus minutes of the previous meeting if requested, are available from the City Clerk for $25 per copy.

CITIZEN PARTICIPATION IN
THE DECISION-MAKING PROCESS

COMMUNICATION - WITHIN THE COMMUNITY

Recommendation 1

The City of Edmonton step up its public relations "good neighbour" role to the community and its various residents by channelling its influence through the existing Edmonton Federation of Community Leagues. Other supportive channels which should be investigated are schools, churches, etc., within the community.

Comments

The Citizen Action Centre, which deals with citizens' enquiries and complaints, is a major step toward good community relations. The Action Centre maintains a list of departmental contacts who handle concerns from community leagues, citizens' groups and organizations, and individuals.

Other initiatives are reviewed in the preamble to this report.

COMMUNICATION - BETWEEN THE COMMUNITY AND CIVIC GOVERNMENT

Recommendation 1

A Neighbourhood Bill of Rights be passed to ensure neighbourhood integrity and give residents within a community recognition and the right to resources necessary to maintain and improve either physical or social needs for their particular area.

Comments

Citizens are given these rights through various avenues. In particular, the proposals in this report for citizen participation in planning for human services delivery provide opportunities for citizens to improve neighbourhood services within the context of total City needs.

Council does not have the authority to add to citizens' rights already entrenched in federal and provincial legislation. It is not in a legal position to introduce a Neighbourhood Bill of Rights.

COMMUNICATION - BETWEEN THE COMMUNITY AND CIVIC GOVERNMENT

Recommendation 2

More up-to-date zoning information be provided to communities via community leagues.

Comments

Community leagues are informed of zoning and rezoning proposals in their areas as part of normal City procedure.

Alternative channels for citizen participation and for receiving information are examined in the preamble to this report. Any individual or group may obtain up-to-date zoning information for a specific site from the Planning Department or from the Land Use Control Section of the Bylaw Enforcement Department.

The Citizen Action Centre can also assist citizens obtain information.

COMMUNICATION - BETWEEN THE COMMUNITY AND CIVIC GOVERNMENT

Recommendation 3

Notification signs of development proposals, and/or bylaws, etc., should be erected on the site and in various prominent locations throughout a one-half mile radius of the location.

Comments

In June 1981, Council approved a Planning Department recommendation that anyone who applies to rezone property be required to erect a 4x4 feet sign on the property. The sign must include present and proposed zoning status, the major permitted uses for the proposed zoning, and the total site area. The Planning Department's phone number must also be shown to assist people seeking additional information.

In addition, the new General Municipal Plan requires that information be posted at the entrances to all new neighbourhoods showing the approved land use design. The Land Use Bylaw also requires that signs be posted in new areas identifying social housing projects, sites designated for multiple townhouses, apartments, and commercial developments.

Advertising and direct mailings are used to notify the public of proposed zoning.

COMMUNICATION - BETWEEN THE COMMUNITY AND CIVIC GOVERNMENT

Recommendation 4

Regular small workshops be held in the community by elected officials keeping in touch with each other through the community league - thus giving the Federation of Community Leagues a more active and supportive role in communicating with the City Representatives.

Comments

A major purpose of the proposed citizen participation program is to provide for continuous communication with City representatives. Community leagues will play a large role in developing the program.

(1) The Commission Board is responsible for general control of the Administration, but not for the activities of those offices and positions which are responsible for the overall co-ordination of the Administration. Each Commissioner is responsible for the departments or agencies assigned to him or her by the Board. One Commissioner is responsible for (a) those departments which manage similar types of programs, and (b) for liaison with external organizations or agencies which relate to those departments. The Chief Commissioner, as Vice-Chairman of the Board, is responsible for co-ordinating and directing the Board in matters of policy and procedure.

In October 1981, the Commission Board rearranged the departments within a divisional structure. The purpose was to distribute workloads evenly, and to place departments with a close working relationship in the same division, e.g. Engineering, Transportation Systems Design, Edmonton Transit, and Planning are all in the same division. In November 1981, Council appointed a consultant to review the operation of the Commission Board and the responsibilities of divisions.

(2) The Corporate Policy Planning Office co-ordinates long-range plans and policies. This function includes preparation of annual long-range plans and guidance to departments in planning.

COMMUNICATION - AMONG CITY DEPARTMENTS

Recommendation 1

More co-operation and regular communication among City departments is needed to ensure that these departments know what is happening throughout all areas.

Comments

The City Administration has standing committees and routine procedures through which departments exhange information and resolve interdepartmental concerns. Ad hoc committees are also set up to deal with specific policy matters and special projects affecting more than one department. Monthly meetings of departmental general managers provide information on major administrative issues to all departments.

City Commissioners have effective procedures for providing the most accurate and complete information and assistance possible to elected officials. The public can also obtain infromation and assistance by contacting the Commissioner's Office.

The size and complexity of the City make it extremely difficult for any one person to be fully aware of all issues. The City deals with this concern in two ways.

COMMUNICATION - AMONG CITY DEPARTMENTS

Recommendation 2

A systems analyst (e.g. efficiency expert) be hired and charged with the task of:

- evaluating City departments,
- suggesting ways to reduce red tape,
- weeding out unnecessary policies.

This would ensure that duplication of manpower would not occur.

Comments

The position of Auditor General was created in 1978 to meet these concerns. The audit process is an effective way of ensuring that departments achieve maximum levels of effectiveness and efficiency.

The Auditor General provides independent professional advice to Council on the following aims and objectives of Council and the public service:

- To provide desired and needed services to the people of Edmonton and to ensure, through the establishment of appropriate bylaws, policies, and directives, the provision of these services in the most effective way achievable.

- To carry out these policies and directives of Council and to carry them out in the most effective, efficient, and economical manner possible.

The Auditor General evaluates the Administration to see if it is carrying out its mandate effectively and according to Council policy, and reports his findings to Council.

The Auditor General acts as the eyes and ears of Council and provides a detailed report of any given activity during a specific time. When a review and evaluation is completed, the report is submitted to the Audit Committee and to Council.

In this way, Council is informed of weaknesses, their cause and effect; remedial action is suggested. Council weighs the effect and the cost/benefit ratio of recommendations. Council is then able to explain its actions if held accountable by constituents. This system permits Council members to exercise independent judgment on the quality of the Administration's performance, on its adherence to Council policies and directives, and on the development of trends which may require future action.

Also, to improve efficiency and economy, all departments are required to evaluate their activities on a regular basis. Measuring the effectiveness of a department's operations is a difficult task. Some activities are measured by the time it takes

to complete a task in accordance with established guidelines, e.g., processing an application for rezoning, land development or subdivision. For other activities, quality of the completed task is more important than the time involved. Success or failure is more difficult to determine in such cases.

The Planning Department is currently undertaking an organizational development program aimed at improving managerial skills, organization structure, work attitudes and morale. The program should also create a broader understanding of goals and policies.

The Social Services Department is being examined to improve its efficiency and effectiveness.